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ABSTRACT

The House Committee on Education and Labor, with the participation of the Congressional Hispanic Caucus, met to hear testimony and gather information in order to support congressional efforts aimed at reducing the incidence of Hispanic dropouts and adult illiteracy. Testimony was heard from Richard Fajardo of the Mexican American Legal Defense and Education Fund; Elias Galvan of John Glenn High School (Norwalk, California); Juan Hurtado of the National Origin Desegregation Center at San Diego State University; Reynaldo Macias and Rafael Magallan of the Tomas Rivera Center; Harry Pachon of the National Association of Latino Elected Officials; Hilda Solis, a Trustee for Rio Hondo Community College; and Victoria Verches of the Association of Mexican American Educators. A great deal of the testimony focused on best educational practices for students with limited English proficiency, and the experience of Los Angeles and other California schools was used as illustration. Additional topics of discussion included educational and socioeconomic status of Hispanics, dropout rates, educational tracking, number of Hispanic teachers, social and economic consequences of illiteracy, English only lobbying, bilingual education, and the impact of immigration reform on the demand for English as a second language and citizenship classes. (JHZ)

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OVERSIGHT HEARING ON THE EDUCATIONAL, LITERACY AND SOCIAL NEEDS OF THE HISPANIC COMMUNITY

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HEARING

BEFORE THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

ONE HUNDREDTH CONGRESS

FIRST SESSION

HEARING HELD IN LOS ANGELES, CA, ON MARCH 20, 1987

Serial No. 100-14

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OVERSIGHT HEARING ON THE EDUCATIONAL, LITERACY AND SOCIAL NEEDS OF THE HISPANIC COMMUNITY

FRIDAY, MARCH 20, 1987

House of Representatives,
Congressional Hispanic Caucus,
Committee on Education and Labor,
Los Angeles, CA.

The committee met, pursuant to notice, at 9:23 a.m., in room 350, Public Works Building, City Hall, 200 N. Spring Street, Los Angeles, CA, Hon. Augustus F. Hawkins, Chairman, presiding.

Members present: Representatives Hawkins, Martinez, and Torres.

Staff present: Ricardo Martinez, Mauro Morales, Pat Benson, Lupe de la Cruz, Leticia Hernandez, Jeff Fox, Tod Bullen, Martha Lopez, and Alma Candalaria.

The Chairman. The hearing will now come to order.

The hearing is jointly being conducted by the Education Labor Committee with the participation of the Hispanic Caucus. The Chair would like to make a brief statement.

During the 100th Congress, most of the major federal, elementary and secondary education programs are scheduled for reauthorization. Among those programs are chapter 1, bilingual and adult education. In addition, the committee is deeply concerned with the very high drop out rate which continues to undermine the economic future of our students.

The Speaker of the House, Mr. Jim Wright, has put the Administration also on notice that our country cannot be competitive without a system of education which assures that all of our nation's children receive an equal educational opportunity.

Today, we have a very impressive list of witnesses, and we are eager to hear their perspectives on these issues. Before doing that, however, let me first of all recognize two of our distinguished colleagues who are present here today.

First, because he is one of the active members of the Education and Labor Committee, I would like to call on Congressman Martinez for a statement that he may care to make at this time. Mr. Martinez.

Mr. Martinez. Thank you very much, Mr. Chairman.

I am glad that you have asked for this hearing here today, and I am glad to be participating in it. This hearing today I hope will focus a little bit on bilingual education.

I think this is one of the most important issues for our country as well as the 100th Congress today. I don't think it is any more important anywhere than here in the State of California, because there is over half a million limited English proficient students in California, two out of every five Hispanic and American Indians drop out of school.

These are the same minority peoples being forced onto welfare roles because of lack of education. And this language barrier is not only affecting our students but older citizens as well. As the Los Angeles Times reported last year, 40,000 applicants for adult English classes would be turned away in the Los Angeles Unified School District alone because classes were already full.

The goals of the bilingual education program are some of the most important issues facing us today. Learning English is one goal of the program, but building the knowledge needed for effective citizenship and for tomorrow's jobs is probably the most important. A child who is not proficient in English is not prepared for life in the U.S.A.

It is our responsibility to offer that child a chance to be a responsible member of this society. We cannot go back to the days when 80 percent of the children who lacked English proficiency simply dropped out of school and out of society.

A recent GAO report titled "Bilingual Education, A New Look at the Research Evidence," requested by this chairman, our chairman, Chairman Hawkins, has made it clear that the experts in education oppose the Secretary of Education and the Administration's views on bilingual education.

The Secretary and the Administration should realize that while it is the popular view that English should be the only language used in the United States, they should also recognize that unless a vehicle is provided for language minorities, these children will never become English proficient.

The President and the Secretary of Education must understand that English proficiency cannot be acquired without education anymore than our democracy can survive without educated people. We are here today because so many people believe this and disagree with the Administration and the Secretary of Education.

Today, we will look at this issue and at different proposals to decide how best to assist our minority language citizens to become English proficient and better citizens. Thank you.

[The prepared statement of Hon. Matthew G. Martinez follows:]

PREPARED STATEMENT OF HON. MATTHEW G. MARTINEZ, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

I am glad to be participating in this hearing today focusing on bilingual education. This issue is important for all of America—but maybe nowhere more important than our State of California.

There are more than half a million limited English proficient students in California. Two out of every five Hispanics and American Indians drop out of school. These are the same minority students being forced onto welfare rolls because of a lack of education.

This language barrier is not only affecting our students but our older citizens as well. As the Los Angeles Times reported last year 40,000 applicants for the adult English classes would be turned away in the Los Angeles unified school district alone because the classes were already full.

The goals of the bilingual education program are some of the most important issues facing America today. Learning English is one goal of the program; building the knowledge needed for effective citizenship and for tomorrow's jobs is perhaps the most important. A child who is not proficient in English is not prepared for life in the USA. It is our responsibility to offer that child a chance to be a responsible member of this society. We cannot go back to the days when 80 percent of the children lacking English proficiency simply dropped out of school and society.

A recent GAO report, titled Bilingual Education: A New Look at the Research Evidence, requested by the chairman of this committee, has made it clear that the experts in education oppose the Secretary of Education's and the administration's views on bilingual education. The secretary and the administration should realize that while it is a popular view that English should be the only language used in the U.S., they should also recognize that unless a vehicle is provided for language minorities, these children will never become English proficient.

The President and the Secretary of Education must understand that English proficiency cannot be acquired without education, any more than our democracy can survive without educated people.

We are here today because so many people believe this and disagree with the administration and the Secretary of Education. Today we will look at this issue and at the different proposals to decide how to best assist our minority language citizens to become English proficient.

The CHAIRMAN. Thank you. I should have indicated that Mr. Martinez is also chairman of the Committee on Employment Opportunities which has been the committee spearheading the drive not only for equal employment opportunities but also for full employment. And so we wish to acknowledge his leadership in that particular field as well.

No one actually spearheaded the drive to bring us to the West Coast to open up a series of hearings more than the chair of the Hispanic Caucus, and I am very pleased to yield at this time to Congressman Esteban Torres for his statement.

Mr. TORRES. Thank you, Mr. Chairman. I will try to be brief.

I want to express my sincere appreciation both to you and Congressman Martinez for being here this morning. I can't thank the both of you enough for your efforts to improve education in our country. Many years of shrinking budgets, neglect and inattention have strained the ability of educators to provide quality education.

Under the leadership of Chairman Hawkins, the Committee has once again made education a top priority in our country. In fact, recent gains in education have been registered in the State of California. The latest test scores of California's high school seniors show rising marks for the first time in many years. These improved test scores suggest that the education reforms which required more demanding curricula and better paid teachers have been successful.

While these scores are a positive sign, Hispanic and other minority students have special problems and needs that test scores cannot measure. The need to improve the quality of education has never been more vital than it is now.

The gravity of the situation requires immediate steps to attack the problem. The purpose of this hearing this morning is to gather information in order to support congressional efforts aimed at reducing the incidence of Hispanic dropouts and adult illiteracy.

As the chairman pointed out, during the 100th session of Congress, most of the major federal elementary and secondary education programs are scheduled for reauthorization. I strongly believe that the information obtained at this meeting here today will enable the Education and Labor Committee to present Congress with legislative initiatives to insure Hispanic Americans and other minorities better educational opportunities.

Thank you, Mr. Chairman. And I yield back the balance of my time.

[The prepared statement of Hon. Esteban E. Torres follows:]

PREPARED STATEMENT OF HON. ESTEBAN E. TORRES, CHAIRMAN OF THE CONGRESSIONAL HISPANIC CAUCUS

I want to express my sincere appreciation to Chairman Hawkins for convening this important hearing on education. I want to also thank Congressman Martinez, Congressman Roybal for their participation in today's hearing.

I cannot thank Chairman Hawkins and the other members of the Education and Labor Committee enough for their efforts to improve education in our country. Many years of shrinking budgets, neglect and inattention have strained the ability of educators to provide quality education. Under the leadership of Chairman Hawkins, the Committee has again made education a top priority for our nation.

In fact, recent gains in education have been registered in the state of California. The latest test scores of California's high school seniors show rising marks for the first time in many years. These improved test scores suggest that the education reforms which required more demanding curricula and better paid teachers have been successful. While these scores are a positive sign, Hispanic and other minority students have special problems and needs that test scores cannot measure.

The need to improve the quality of education has never been more vital than it is now. This is especially true for Hispanic Americans. Education statistics for Hispanics present a grim picture. Half of Hispanic adults are considered functionally illiterate and will require literacy assistance. The situation is even worse for young Hispanic students who enter high school, because half of them leave before they receive a high school diploma.

The gravity of the situation requires immediate steps to attack the problem. The purpose of the hearing this morning is to gather information in order to support Congressional efforts aimed at reducing the incidence of Hispanic drop-outs and adult illiteracy. During the 100th Congress most of the major federal elementary and secondary education programs are scheduled for reauthorization. I strongly believe that the information obtained this morning will enable the Education and Labor Committee to present Congress with legislative initiatives to ensure Hispanic Americans better educational opportunities.

The CHAIRMAN. Thank you. The Chair would simply make one statement by way of clarification. The point has been made that federal programs in the field of education are targeted in special groups, and that is precisely true.

The fact that we are in Los Angeles today focusing on problems which may impact most heavily on minority communities, Hispanic and other minority communities, is not that we do not want to approach the general problem of illiteracy, and it certainly does not indicate that this group alone, a particular group alone, contributes to the great illiteracy rate in this country.

Recent estimates by the Department of Education indicate that somewhere between 60 and 75 million adult Americans are functionally illiterate in our nation. Now that obviously means that a majority of them are native White Americans and not these special groups.

But in focusing on the special groups, in a sense, we use them as a proxy that may indicate what is not being done and what should be done in the schools and thereby get us to the much larger problem. And so I hope that we will address the problem in that way, that we in a sense are solving the problem of America and not merely the problem of any special group even though that special group may be heavily impacted.

We have an excellent group of witnesses, and we would like to call them in panels. The first panel will consist of Mrs. Shelly Spiegel-Coleman, consultant, English as a Second Language, Los Angeles Office of Education, and the California Association for Bilingual Education.

The second, Mr. Elias Galvan, Principal, John Glenn High School, Norwalk. Is Mr. Galvan present? Thank you, Mr. Galvan.

Ms. Hilda Solis, Trustee, Rio Hondo College, Whittier, California. Would those witnesses be seated. May the Chair also indicate to them as well as to other witnesses who may be present that the testimony which you have presented to us and your written statement will be entered in the record in its entirety, and it will not be necessary, may I advise you, to read every word from the statement, because we would like to have an opportunity to discuss with you some of the statements that you have made to ask questions, and to not only benefit from your testimony, but obviously to educate all of us I think, the audience is small enough to be treated in a very informal manner, so that I think in the question and answer period, we will be better able to develop some constructive points that otherwise we might not be able to make.

Certainly, wish to welcome the witnesses to the hearing, and we will hear first from Mrs. Shelly Spiegel-Coleman. Ms. Coleman, we have heard from you before, but we are delighted to welcome you back.

STATEMENT OF SHELLY SPIEGEL-COLEMAN, CONSULTANT, ENGLISH AS A SECOND LANGUAGE, LOS ANGELES COUNTY OFFICE OF EDUCATION, CALIFORNIA ASSOCIATION FOR BILINGUAL EDUCATION

Ms. **Spiegel-Coleman.** Honorable Congressman Hawkins committee members, and guests. I am Shelly Spiegel-Coleman. I am an ESL Consultant for the L.A. County of Education here on behalf of my superintendent, Dr. Stuart Gothold, who wished to convey to you his regret that he was not able to be here, but it is my pleasure to be able to be here in his position.

In addition, I am here on behalf of the California Association for Bilingual Education for which this year and the last year I am serving as their president. We have over 2,000 members and 36 chapters up and down the state, and again, we are pleased to be able to provide you with testimony.

Since I am serving a dual role, I want to talk a little bit about Los Angeles County and I am also going to talk about the state picture to do justice to both of my positions here.

As Congressman Martinez said, there are over 500,000 limited English proficient students enrolled in our schools here in California. As of the last census in the spring of 1986, there were 567,564 students enrolled in K–12 in our schools. Out of that proportion, 46 percent of those students reside right here in schools in Los Angeles County. So you can see within our county as well as the state there is a huge need for special services to this population.

Most of those students, are enrolled at the present time in all English setting. Only 41 percent of our identified students in California are presently served in bilingual classrooms. The rest of the students which is 59 percent of that large number are enrolled in all English settings where they receive assistance maybe anywhere from 20 minutes a day to two to three hours a day of assistance from an all English assigned classroom teacher to a paraprofessional.

And so the misnomer that we are inundated with bilingual classrooms and that students are receiving an abundance of primary language instruction just is not the reality here in California. The vast majority of limited English proficient students are in all English settings.

Simply stated though for us, and I think that is what we would like to share with you is our feeling is the goals for bilingual education are one that we want students to learn English, two, we want them to do well academically, and three, we want them to feel good about themselves.

In audiences that I have been with all over the state, and I imagine if I had the opportunity to be with Secretary Bennett or Senator Hayakawa, I think those goals would be felt by all of us. Where the debate usually enters in is how are we going to get to those goals. What are the means by which we will have students gain those proficiencies.

In California, we have done a lot of work in the area of bilingual education, and we do have a sound theoretical and research base for our projects. Projects that follow five general principles here in California have had exemplary results. The principles I have listed in the testimony, and you can look at. I will just sort of summarize that.

What we found is that projects that build in good instruction, serious and rigorous curriculum in the student's home language and at the same time provide English, daily English instruction usually get us better results in English academic work than any other programs.

In addition, projects that look at how students relate to each other, how they relate to teachers, and how they relate to their school environment, those projects generally produce the best English results. The manner for which we choose how to teach English also determine whether the project is going to have good results or not so terrific results.

Programs that adhere to these principles as I said generally have exemplary results. I want to talk to you about a few of those programs. One of them is close by here. It's the Eastman Avenue School in Los Angeles Unified. It's a program that has had unanimous support by the Board of Education. It's been on MacNeil Lehrer, it has been on national news. It has been in many of the newspapers all over the United States.

It is a school that has 1,500 children, 91 percent of them are Hispanic, a K-6 school. In kindergarten, 90 percent of those children do not speak English. Spanish is their primary language.

The school over five years ago entered into agreement with the state department to take a serious look at how they delivered bilingual services to those students. They worked with the principles that I just described to you, and they redesigned their school to be consistent with the principles and research.

In just five years, two years ago, and continuing now, the research at that school shows that the present sixth graders are now achieving in English, reading, writing and math at or above grade level norms. That is over the district average. That is over their region average, and that is over state averages. And that is a school that is highly impacted and is doing exceptionally well.

In another district not far from us, Baldwin Park Unified School District, they took a look at four of their schools who have also a serious, rigorous bilingual program. They followed the students who began with them in Spanish reading in kindergarten, and they looked at them over the grades.

By fifth grade, over 100 of those children who had begun with them in kindergarten are now achieving also at or above grade level norms in English academic work. In Montebellow School District, in your hometown, Congressman Martinez, last year they completed a longitudinal study for which they will be collecting data this year and next year.

That study showed the students, the sixth grade students who had left the bilingual program and had now entered all English classrooms. They looked at over 100 of those students. Those students are scoring at almost the identical English proficiency scores as their English counterparts on their districtwide English reading placement tests.

I could go on and on, and I really do have lots of examples about districts here in L.A. County who have those kind of results. Those are not just peculiar instances. Those are consistent results that we are seeing now over and over again. And if you asked me about some of the districts in your communities I might be able to tell you a little bit more about them. But in terms of the state, I wanted to talk about one other district and then conclude my comments.

San Jose Unified School District is one of our largest districts here in California. They also took a look two years ago, they took a look at their district wide bilingual program and had an evaluation study done on it. They looked at their students also, over 800 of them, who had been mainstreamed into all English classrooms after they finished their work in the bilingual program.

Out of those 800 students, the average scores for those students who were then enrolled in all English classrooms who had developed English fluency showed that the students were scoring at the 54 percentile at reading, the 57 percentile in language, and the 61 percentile in math in English testing.

The exceptional part of that is is that their English teachers who now that children were working with referred them to the gifted and talented program at a rate of 36 to 39 percent of those students are being referred to the gifted and talented program. What we are trying to say is that our bilingual programs that are run well where the administrators take them seriously and the district support them, the students do not only learn English, but they leave doing exceptionally well, if not better than their English counterparts. Almost one out of every two students in San Jose bilingual program gets referred to the gifted and talented program.

Los Angeles County in California looked to Washington for direction and for policy. When the Secretary of Education and Congress and national studies released comments on educational practices for language minority students, it greatly affects us here in the school districts up and down the State.

We urge you to direct the Administration and the Congress to compile reports on these exemplary projects, and we would be willing to work with you. We think it is essential that the story about really what is happening in the districts is told and that the results of the students are heard. And it is our feeling that when more and more of these get out, less and less of the people will be able to say what they say about how the programs don't work.

So we would like to work with you to do that. In addition, another national and state-wide issue is very, very important to us for these programs to work well, and that is the shortage of bilingual teachers. We think it is time for another National Defense Education Act type program to shrink, and to fill the gap of the need for bilingual teachers.

Districts, and state departments of education ought to be recommending that bilingual teachers receive incentives and stipends for their increased abilities. These teachers have additional certification requirements and have additional workloads, and they need to be compensated for it.

If we were to be able to publicize our successes and recruit more bilingual teachers, we feel the issue of bilingual education would not be as politically charged as it is now because people would see that in fact our students are learning and speaking English very, very well. In California, we are proud of our educational practices that we support for language minority students. We need your continued dedication to the education of our students, and I would really like to thank you for allowing us the opportunity to testify today.

The CHAIRMAN. Well, thank you Ms. Coleman.

Ms. SPIEGEL-COLEMAN. I would just like to say that in your packets I have included some of the studies for you to take back with you, just a few of them. And so we would like for you to keep those.

The CHAIRMAN. We will take some of them back to Mrs. Pendas Whitten also.

[The prepared statement of Shelly Spiegel-Coleman follows:]

Los Angeles County Office of Education

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Superintendent

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Minority and Bilingual Education
House Committee on Education and Labor
Los Angeles City Hall
March 20, 1987

Honorable Congressman Hawkins and committee members, I am Shelly Spiegel-Coleman, ESL Consultant for the Los Angeles County Office of Education and President of the California Association for Bilingual Education (CABE). I am testifying on behalf of my Superintendent, Dr. Stuart Gothold, who is honored to have been asked to provide the committee with information so important to the lives of thousands of children in Los Angeles County. In addition, I am testifying on behalf of CABE and its 2,000 members and 36 chapters.

Today I would like to share with you information about the need for bilingual education and the success stories of many projects in Los Angeles County and throughout the state. I will conclude my comments with some suggestions for national policy that would positively impact our ability to meet the needs of California's language minority students.

As of spring of 1986 there were 567,564 students enrolled in California schools whose facility and skills in English were identified as limited. Forty-six percent of these students reside in schools in Los Angeles County. These large numbers should indicate the need for special services to assist the students in acquiring English and competing academically with their English speaking peers. Only 41% of all limited English proficient students are currently enrolled in bilingual classrooms. The rest (59%) of the students are enrolled in all-English classrooms and receive minimal assistance by their assigned classroom teacher or a paraprofessional for anywhere from 20 minutes to two-to-three hours daily. The vast majority of limited English proficient students receive all English instruction under the present state program guidelines.

Simply stated, the goals of bilingual education are to have students learn English, do well academically and feel good about themselves. Very few people, including Secretary Benett and U.S. Senator Hayakawa, could disagree with these goals. It is the means to achieve them that usually draws the most heated debate.

9300 East Imperial Highway, Downey, California 90242-2890 (213) 922-6111

The programs I will describe to you are based upon five basic principles which are listed below.

1) Language proficiency is the ability to use language for academic purposes as well as being able to communicate. The goal of bilingual education is to develop English language proficiency.

2) For students who do not yet know and speak English, the two most important factors toward assuring success in school are good skills both in the home (first) language and in English (the second language).

3) Students who have good academic and language skills in their home (first) language are assured of doing well in English (their second language).

4) For students to learn English quickly and effectively, the English lessons must be understandable and the school environment needs to make them feel good about themselves.

5) How limited English proficient students see themselves, and their language and culture, affects their interactions with teachers and other students and, in turn, affects their success in school.

Programs that adhere to these principles always have good results. Bilingual programs which do not achieve the three previously stated goals are either poorly implemented or just neglected or ignored by school administrators and policy makers.

One very successful program is located in a school very close to our meeting place. Eastman Avenue School, in Los Angeles Unified School District, has received unanimous support from the Los Angeles School Board and national attention through MacNeil Lehr and major newspapers. Eastman Avenue, with the help of the State Department of Education, designed a program to specifically implement the five principles previously stated.

It is a school of 1,500 students who are 99% Hispanic. Ninety percent of the kindergartners are limited in their English skills. After five years of program implementation, the results show that only 10% of the sixth graders are limited English proficient and the sixth-grade students score grade level in English reading and math. In Baldwin Park Unified School District four schools developed a rigorous bilingual program design. By fifth grade, students who began reading in Spanish in kindergarten scored at grade level in English reading and math. A longitudinal study of reclassified sixth grade limited English proficient students in the bilingual program in the Montebello Unified School District, conducted by the Center for Language Education and Research of UCLA, was completed last year. The study showed that English reading placements for reclassified LEP students did not significantly differ from fluent English proficient students on districtwide basal reading levels. As the evaluators stated, "This finding is important since it validates both the bilingual instruction and reclassification procedures used by the district in the education of LEP students."

Results like these are available from many other locations in Los Angeles County such as ABC and Pasadena Unfied School Districts. Statewide we have numerous studies to point to that indicate LEP students are doing exceptionally well in English academic work after participating in a bilingual program. In San Jose Unified School District a review of the total district program shows that students who attain English fluency on the average achieve at the 54% in reading, 57% in language and the 61% in math.

I could go on and on and on with these success stories. What I want to say is that:

1) Bilingual education when properly implemented is the best English language academic program for students who come to school with a language other than English, and

2) We have the knowledge and expertise to design and implement quality bilingual programs.

Los Angeles County and California look to Washington for direction and policy. When the Secretary of Education, Congress or any national studies comment on educational practices for language minority students, it affects all of us. We urge you to direct the administration or the Congress to compile the data on effective programs nationally. Experts in the field should look at these exemplary programs and create policy based upon these successes not based upon some biased opinion. In your packets Los Angeles County and CABE have submitted some of these district evaluations for your information.

Another issue of national and statewide importance is the shortage of bilingual teachers. Congress should react to this shortage as we did in the sixties over science, math and foreign language teachers. We need a new National Defense Education Act that would place a high priority on recruiting and training new bilingual teachers. States and local districts should be encouraged to offer incentives to bilingual teachers. Teachers who have additional certification requirements and are asked to do additional work should be compensated for their excellence.

In California we are proud of the educational practices we support for language minority students. We need your continued dedication to the education of our students and thank you for the opportunity to testify today.

CONCURRENT STUDENT PROGRAM

EXPANDING EDUCATIONAL OPPORTUNITIES FOR HIGH SCHOOL STUDENTS

Division of Adult and Occupational Education
LOS ANGELES UNIFIED SCHOOL DISTRICT

1986

BACKGROUND

The California public school system has suffered a dramatic increase in its dropout rate, which has more than doubled from 14 percent in 1970 to 32 percent in 1981.

A Los Angeles Unified School District study conducted in 1984 identified several factors which contributed to students leaving school prior to receiving a high school diploma: poor grades, pregnancy, family problems and work responsibilities.

In response to the growing number of dropouts and in order to assist high school students who need a variety of educational options to obtain their high school diploma, the Los Angeles Unified School District has launched a major effort to expand and publicize additional educational opportunities for secondary students through the Concurrent Student Program offered by the Division of Adult and Occupational Education.

AUTHORIZATION

Current California State Law (SB 813) recognizes the need to develop and encourage alternative means for high school age youth to complete the prescribed course of study for the high school diploma.

In addition, legislation provides increased financial support for students concurrently enrolled in regular secondary schools and adult and occupational education programs.

PROGRAM IMPLEMENTATION

Administered by the Division of Adult and Occupational Education, the Concurrent Student Program is open to any of the 150,000 students in the 9th through 12th grades who need:

- Academic Remediation
- Language Acquisition
- Completion of High School Credit Deficiencies
- Pre-employment and Occupational Training

All 49 senior high schools, 26 community adult schools and 12 employment preparation centers are participating in the program. Ninth grade students attending all 73 junior high schools are eligible to participate in designated components of the program.

Flexible scheduling, one of the principal advantages of the Concurrent Student Program, permits students to attend classes at other than normal times. By combining the regular senior high school day program with the day, late afternoon, evening and Saturday programs of the adult schools and employment preparation centers, extended learning opportunities become available to students.

All students participating in the Concurrent Student Program must be enrolled in their secondary school for a minimum day. The following minimum attendance times apply:

- Concurrently enrolled senior high school students attending a community adult school or skills center program must attend their home school for a minimum of 240 minutes (four periods) daily.
- Concurrently enrolled senior high school students attending a regional occupational center must attend their home school for a minimum of 180 minutes (three periods) daily; one period is waived to allow for transportation time.

PROGRAM DESIGN

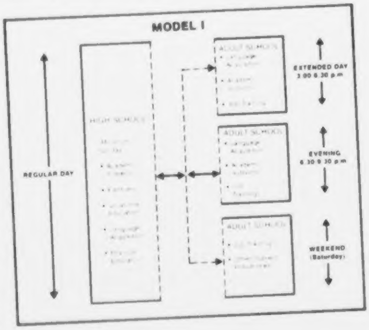
Three models are in effect whereby secondary students can take classes offered by the Division of Adult and Occupational Education on an open-entry, open-exit basis in conjunction with their regular high school programs.

MODEL I

Provides additional classes in late afternoons, evenings and on Saturdays at all 26 community adult schools, six skills centers and at over 100 business and industry sites throughout Los Angeles.

Courses meeting the specified needs of concurrent students include: remediation and basic education, individualized instruction — high school diploma subjects, SAT preparation, computer literacy, English, United States Government and history, world history, literature, mathematics, English as a Second Language, guidance, psychology and a number of occupational training classes in business education, health careers and industrial education.

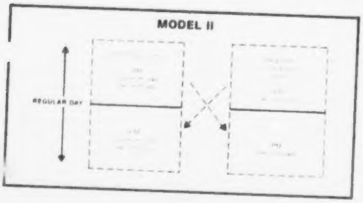
Approximately 25,000 concurrent students participated in Model I programs during the 1985-86 school year.



MODEL II

Provides extended instruction for senior high school students at regional occupational centers during the regular school day. Classes focus on pre-employment and occupational training which lead to entry-level employment in business or industry upon graduation from high school.

Twenty-seven senior high schools sent 10,000 students to the five regional occupational centers during the 1985-86 school year. Bus transportation was provided by the Division of Adult and Occupational Education.



MODEL III

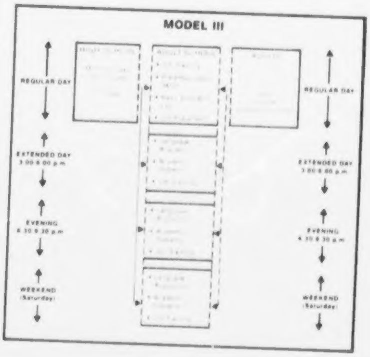
Provides extended instructional options for secondary students who wish to participate in senior high school and adult and occupational education programs during the regular school day on the high school campus.

For example, during the 1985-86 school year, the Jordan-Locke Technical Center provided vocational training opportunities for students attending high schools in communities that did not have a regional occupational center in the area. Fifty-six classes in academic remediation and occupational training were offered during the regular school day, late afternoon and in the evening at both Jordan and Locke high schools.

The Business-Industry School offered 156 occupational training classes at 44 high schools during the regular school day.

Several community adult schools provided remediation, language acquisition and individualized instruction in high school subjects through alternative education centers operated during the regular school day as well as late afternoon, evening and on Saturday.

Approximately 6,000 concurrent students participated in Model III programs during the 1985-86 school year.



A COORDINATED PROCESS

The successful development and implementation of the Concurrent Student Program required a coordinated working relationship among the Division of Adult and Occupational Education, the Senior High Schools Division, the Office of Instruction and the Counseling and Guidance Services Branch. The project was coordinated by the Office of the Deputy Superintendent for School Operations.

The process was facilitated by four major activities:

1. Forming a district steering committee comprised of representatives from the above offices.
2. Scheduling joint school based administrative and counseling staff meetings which provided in service sessions on concurrent student options, and which served as a forum for questions, concerns and recommendations.
3. Developing a district policy which addressed the following issues related to the implementation of the Concurrent Student Program:
    - Funding Implications
    - Courses
    - Credit
    - Graduation and the Issuance of Diplomas
    - Locations and Times of Offerings
    - Program Implementation Procedures
    - Transportation
    - Implications for Ninth Grade Students Attending Junior High Schools
4. Developing a reference list which designated the academic courses most commonly offered in the community adult schools, regional occupational centers and skills centers which are equivalent to courses offered in the secondary schools.

Throughout the entire process, enthusiastic support was provided by senior staff, the superintendent of schools and the Board of Education.

THE STUDENTS SAY...

"When I had my baby at 15, I thought my life as a student was finished. Now, through the concurrent enrollment program and flexible scheduling, I am able to continue my studies at my high school and at adult school. My husband and I take turns caring for our baby."

"I have many brothers and sisters and they all attend schools at different times. My mother was working and my father could not find a job, but when he did, somebody was needed at home to take care of my brothers. So I dropped out of school. That lasted for a year. When I heard of the concurrent enrollment program, I decided to come back to school and talk to my counselor who helped me set up my classes. Today my brothers need me during the first part of the day, but in the late afternoons and evenings I go to school."

"I need to get my high school diploma, but at the same time I hope to learn a skill to get a job and help support my family. Thanks to the concurrent student program, I am able to attend high school in the morning and an occupational center in the afternoon. The school provides for my transportation, books and supplies."

"There was no other way out for me. My reading was poor, my writing was terrible. I couldn't even write a decent sentence. So I needed to learn the basic skills; otherwise I would have fallen further behind and eventually dropped out of high school. Thanks to the adult education basic skills center at my high school, I was able to catch up and become a successful student. I know I can make it now."

For further information, call
Division of Adult and Occupational Education
Instructional Services Unit
Los Angeles Unified School District
(213) 625-6673

This project was selected as an Exemplary Program by the State Department of Education under provisions of SB65.

STATEMENT OF ELIAS GALVAN, PRINCIPAL, JOHN GLENN HIGH SCHOOL, NORWALK, CA

Mr. GALVAN. It is a real privilege and pleasure to be here before you, and I would like to commend my colleagues. I consider it an honor to be with two individuals who have contributed so immensely to raising the consciousness and the level of awareness of people in the State of California in terms of the substance and the need of programs in the area of bilingual education.

So I want to thank the Chairman, Congressman Hawkins, and also it is a special privilege to have the opportunity to speak before Congressman Martinez, from my area for many years, and also Congressman Torres, also from my area for many years. I consider this a very special opportunity.

In addition to the materials that I have presented to the Committee, I would hope if there are any areas of interest or ambiguity or probing that you wish to do in terms of my position as an administrator for almost 16 years at the secondary level and an educator for almost 30 years, that based on my experience through those years, if you feel that I can share with you some of those impressions and ideas and suggestions, I am certainly open to field any questions in that regard.

I am pleased and grateful to have the opportunity to address you on this immensely critical issue, the education of the children and young people of our nation. Because in recent years, challenges to our economic supremacy have emerged from various foreign quarters. Our educational system has been placed under a microscope and meticulously examined and thoroughly analyzed.

It has been suggested that we at the school sites and school districts do a number of things. That we lengthen the school day and we lengthen the school year. That we add more years of science, mathematics, literature, oral and written language, history, foreign languages and computer science. That we expand the fine arts, industrial education and career development.

That we form partnerships of mutual interrelationships with the home, the community, public and private agencies and the private business and professional sector. All this is well and good, and in my opinion is being done to one degree or another by the educational community and by many public and private groups who have taken the interest of the educational community sincerely at heart.

In our state alone, one can very readily see that there has been a major effort to improve the quality of instruction and subsequently of course the quality and level of education of all of our students. However, what is not commonly said and it is something that many of us I think hold quite true is that through our history, our public school and our whole educational system has worked quite well for most of our students. Indeed, for many of our students. Even now, the educational system is working quite well.

We recognize that it is quite proper that we continue to refocus, adjust and redirect our educational programs as we find it necessary in order to insure that competitive edge that is so essential to our national interests. However, it is of utmost importance that we begin to recognize nationally that our schools are a true microcosm of our nation.

Our students represent a wide variety of backgrounds related to race, national origin, language, religion, and socio-economic levels. It is imperative in my opinion that schools be given the necessary resources to meet the critical needs of youngsters who come from such a wide variety of backgrounds, who come from linguistic different homes as well as those who come from economically depressed environments.

Programs commonly known as compensatory education for students from low-income homes, bilingual education for linguistically different students are not so much designed to compensate for shortcomings of these students as much as they are designed to insure their success. Maybe a slight philosophical difference but I think a very important one.

At the school where I am currently principal, at John Glenn High School, it has been my experience that we have witnessed a major reversal in terms of the dropout phenomena. Most of us have heard figures about the dropout rate. They may vary depending upon the study, and depending on the agency that produces them. However, we do know that the dropout rate is very high, especially for some of those youngsters who come from economically depressed environments, youngsters who come from linguistically different homes, et cetera.

However, it has been our opinion that largely because of our bilingual program and our compensatory education projects, coupled with truly hardworking and dedicated teachers, principals, counselors, community resources, et cetera, students who a few years—and I am referring to a few years as being six, seven, from five to seven years ago—were highly apathetic or at least demonstrated apathy, students who were non-productive in classrooms.

And I am referring to regular classrooms, and students who were dropping out in large numbers, are for the most part now and have been for the last few years, very successful in the total school program. These students in my school can be found in a variety of honors classes. They can be found in math clubs, science clubs, foreign language clubs, marching band, et cetera, et cetera, et cetera. Many other positive and meangingful programs. We have an enrollment of over 2,000 students, 77 percent minority, approximately, 70 percent Hispanic.

We represent of course a large number of youngsters who come from homes where Spanish is spoken, and it has been our experience through the years that the majority of parents that we speak with regardless of the language of the youngsters' level of language, the majority of our parents are Spanish speaking. In most cases, strictly Spanish speaking. They have very little command of the English language.

Currently, 353 of these students are classified as limited and non-English proficient. It is my opinion and the opinion of my staff that because of the support that we provide for them through bilingual education, through Categorical Aide funding, through the tremendous resources that are made available to us through these programs, most of these students will mainstream successfully as they transition into the regular school program.

Three years ago in the State of California was looking at schools and using a criteria which they referred to as quality indicators, they were trying to find schools that in their opinion or in the opinion of the research group had characteristics that traditionally placed these schools in a category of having a large number of dysfuncational students. Our school qualified in that category because of the characteristics that were used. However, the purpose of the study was to select those schools who in spite of having those characteristics were still effective schools.

And I am very proud that our school was selected as one of 21 effective schools in the State of California. There are many effective schools throughout the country. What is significant in this case is that our school was not supposed to be an effective school because of the type of student that we have.

The report was the Assembly Office of Research, 1984, entitled "Overcoming the Odds: Making High Schools Work." Even though we were selected as an effective school, or rather I should say we were selected, yet we have a very low parent education index, a very high aid for dependent children index, and we have a large number of families whose language is one other than English.

Our students come from areas which also is another factor that impacts the schools. Areas that have several identifiable and active street gangs. Yet, today, neither the appearance nor the activity of gang phenomena is visible on our campus. The expectations that we have for our students are high, and so also is the accountability of their behavior.

This change in our students began to take place approximately four to five years ago when by looking very carefully at our programs, at our classes, at our test data, and specifically at individual students, we discovered that many of these students were failing in regular classes because these students had either never been in a bilingual program at the elementary level, or if they had been, they had been reclassified out of a bilingual program before they had achieved mastery of the English communication skill.

Although they had a good command of what some people call playground English, they did not possess those nuances of the language, of the English language that would enable them to function in the abstract dimension of regular classroom activities. In our opinion, these students were highly handicapped in a regular classroom. They were linguistically handicapped, and thus this effected their entire learning development and experiences.

They had an extremely high failure rate. By high, I mean these students were failing anywhere from 60 to 70 percent of this population in most of their classes, and of course, they had a very high dropout rate. Most of these students never bothered to remain through the 11th grade. By the 11th grade, they had dropped out.

What we did at our school is we refocused everything that we were doing in terms of the instructional activities. It has been my experience that this particular group is the one that has been most misunderstood and badly served. It is that group that is composed of those students whose home language is other than English, is one other than English, because they have been expected to learn English quickly, and required to function in a regular English speaking classroom before they were ready.

The result in my experience has been devastating. If we look at what linguists say, the science of linguistics tells us that children in their own language environment functioning in their native tongue, their mother tongue, these children by the age of three or four are considered to be experts in their language, whatever the language may be. Linguists refer to them as naive experts of the language because they cannot tell you why they use certain structures.

They cannot identify parts of speech, and they cannot speak to you in grammatical concepts, but they can use it functionally. So they call them naive experts of their language. This means that they have almost full command of verb structure, word order, some idiomatic speech, rhythm and sound, anything related to those characteristics that are peculiar to their language.

They also tell us that by the time these youngsters begin school at about age 5 or so, they can have an active vocabulary in their language that can be as many as 5,000 words, and a passive vocabulary that they may not use actively but they understand of as many as 20,000 words. Yet, this youngster when he or she enters our schools in their own language, instruction in their own language, still requires tremendous amount of guidance and monitoring and nourishing and carefully developed programs throughout the school years.

Yet, for some reason, there are people who expect youngsters to come into a classroom where the language is one that they do not understand, that they do not command, and through some miracle expect them to function successfully. For us to expect youngsters who come to our schools with a language other than English, to quickly and effectively assimilate into a regular English speaking instructional activity is unrealistic and pedagogically unsound.

Therefore, at our school, we have developed and provided bilingual programs for concept development so that while the youngsters are acquiring the communication skills in English, they are able to continue the development of their education in their own language which is one of the principles of bilingual education.

Bilingual education also includes a carefully structured, highly systematic program in English language development, and that also we have done. A carefully developed English language program that develops all the English communication skills, all of the skills that are involved in language development.

In addition to the cognitive or the academic development of our students, we have found that it is highly essential that we provide a strong counseling component that develops their self-esteem, gives them a strong concept of who they are, develops appreciation for their home, and teaches them to set goals and to have high aspirations.

We have the program in both languages, English and Spanish, administered by counselors and teachers so that all of our students go through this counseling program. We find that it is extremely important, not only for these youngsters, but for all students in our school.

The support that our schools get from these kinds of Categorical Aide funds in my opinion have enabled us to go far towards insuring that all students in our schools are successful. I believe that our American public education system is the strongest guarantee that we have to maintain the democratic society that is our way of life.

However, I also believe that the quality of our citizenry will depend upon the success that all students, and I really underline the word "all", that all students have in our school. It is my hope that you will take these comments and give serious consideration to the critical need that our schools have, and that you will find a way to continue and expand the support that will help us be successful in this very difficult and complex process.

I would like to point out also that we recognize the critical nature of the home, and in my school, we have in addition to the different programs that are available to address the problem of literacy and illiteracy, we have established since the beginning of this second semester, a program that many of you may have heard called adult literacy systems which was a—the use of high technology in addressing the high illiteracy rate or functional illiteracy rate throughout the country.

A laboratory that was first established in Atlanta, Georgia, using the laser video disk, computer and monitor known as an info-window combination, software that was developed by Dr. Martin in Atlanta, and addresses this very critical issue of adult illiteracy.

We felt that this was a valuable component, not only for our students, but for our parents. We do not have the parents involved yet, but we do have every period of the day at least 16 of our students with the highest critical need in reading going through this extremely high-tech program.

I mention this for two years because of the need for support for adult education in these areas, but also because the schools do not have the financial capability to use the high technology resources that are available to the private sector.

All of these programs that are needed to address the needs of our students need to be looked at in terms of where the resources are coming from, and I would simply ask that you continue to support those programs that would hopefully help us to meet the needs of the students in our schools. Thank you very much.

The CHAIRMAN. The next witness is Ms. Hilda Solis, Trustee, Rio Hondo College, Whittier, California.

[The prepared statement of Elias Galvan follows:]

TO: **Joint Hearing of the Committee on Education and Labor and the Hispanic Caucus**

FR: **Elias Galvan, Principal**
John Glenn High School

DATE: **Friday, March 20, 1987**
9:00 a.m. - Noon

I am pleased and grateful to have the opportunity to address you on this immensely critical issue---the education of the children and young people of our nation. Because in recent years challenges to our economic supremacy have emerged from some foreign quarters, our educational system has been placed under a microscope and meticulously examined and thoroughly analyzed. It has been suggested that we lengthen the school day, and the school year. That we add more years of science, mathematics, literature, oral and written language, history, foreign languages, and computer science. That we expand the fine arts, industrial education, and career development. That we form partnerships of mutual interrelationships with the home, the community, public and private agencies, and the private business and professional sector. All this is well and good and is being done to one degree or another by the educational community. There is a major effort in our state alone to improve the quality of instruction and the level of education for our students.

What is not commonly said is that our schools now and in the past have worked quite well for many of our students. It is quite proper that we must continue to refocus, adjust, and redirect our educational programs as necessary in order to ensure that competitive edge that is so essential to our national interests. However, it is of utmost importance that we recognize that our schools are truly a microcosm of our nation. Our students represent a wide variety of backgrounds related to race, national origin, language, religion, and socio-economic levels. It is imperative that schools be given the resources to meet the critical needs of youngsters who come from linguistically different homes, as well as those who come from economically depressed environments. Programs such as compensatory education for students from low income homes, and Bilingual Education for linguistically different students are not so much designed to compensate for the shortcomings of these students, as much as they are designed to ensure their success.

At the school where I am currently principal, we have seen a major reversal of the dropout phenomenon. Largely because of our Bilingual Program and our compensatory education project, coupled with a hard working and dedicated staff, students who a few years ago were apathetic, non-productive, and dropping out in droves, are for the most part now in regular and honors classes, in math club, science club, marching band, and many other positive and meaningful programs. We have an enrollment of 2000 students, 77% minority, representing 13 different languages. Three hundred and fifty-three are classified as limited and non-english proficient. Because of the support we provide for them, most of these students will mainstream successfully as they transition into the regular program.

Our school was selected three years ago as an Effective School by the Assembly Office of Research in their 1984 report, "Overcoming the Odds: Making High Schools Work." Yet, we have a low parent education index, and a large number of families whose language is one other than English. Our students come from areas that have several identifiable and active street gangs. Yet, neither the appearance nor the activity of gang phenomenon is visible on the campus. The expectations that we have for our students are high, and so also is the accountability for their behavior.

This change in our students began to take place about four to five years ago. We discovered that many of the students who were failing in regular classes had either never been in a bilingual program or had been reclassified out of a bilingual program before they had achieved mastery of the English communication skills. Although they had a good command of "playground English," they did not possess those nuances of the language that would enable them to function in the abstract domains of the regular classroom activities. These students were linguistically handicapped, and thus, affected their entire learning experiences. They had a high failure rate which eventually would lead to dropping out of school. Our staff refocused instruction to correct this problem.

It has been my experience that one of the groups in our school system which has been most misunderstood and badly served is that composed of those whose home language is other than English. They have been expected to learn English quickly, and required to function in a regular English-speaking classroom. The result has been devastating. The science of linguistics tells us that children are experts in their language by the age of three. This means that they have almost full command of verb structure, word order, some idiomatic speech, and the rhythm and sounds pecular to their language. By the time that they begin school at age five, they can have an active vocabulary of as high as 5000 words, and a passive vocabulary of as many as 20,000 words. Even this youngster needs careful guidance and monitoring throughout the course of his educational development.

For us to expect youngsters who come to our schools with a language other than English, to quickly and effectively assimilate into a regular English-speaking instructional activity is unrealistic and pedagogically unsound.

Therefore, we have developed and provided bilingual programs for concept development and which have a carefully structured English-language program that systematically teaches and develops all the English communication skills.

In addition to the cognitive or academic development of our students, we have found that it is highly essential that we provide a strong counseling component that develops their self-esteem, gives them a strong concept of who they are, develops appreciation for their home, and teaches them to set goals and to have high aspirations.

The support that our schools get from Categorical Aide funds have enabled us to go far towards insuring that all students in our schools are successful. I believe that our American public education system is the strongest quarantee that we have to maintain the democratic society that is our way of life. However, I also believe that the quality of our citizenry will depend on the success that all students have in our schools. It is my hope that you will take these comments and give serious consideration to the critical need that our schools have, and that you will find a way to continue and expand the support that will help them in this difficult process.

STATEMENT OF HILDA SOLIS, TRUSTEE, RIO HONDO COLLEGE, WHITTIER, CA

Ms. SOLIS. First of all, I would like to take this opportunity to thank Congressman Augustus Hawkins, Congressman Martinez, and Congressman Esteban Torres, and distinguished members of the Hispanic Caucus to allow me the opportunity to provide this testimony before the Education and Labor Committee.

In my present capacity as Director of the California Student Opportunity and Access Program, and as Trustee for Rio Hondo Community College located in the City of Whittier, I have the privilege of working hand in hand with local school districts in predominantly high ethnic minority schools in both Los Angeles, and Orange County.

The problem faced by our Hispanic youth should be of concern to our policymakers and private sector entities that seek to build California as a leader in our world economy, the Pacific rim and future labor force.

California is facing a crisis in the education of its fastest growing population, namely, Hispanics. If we begin to examine the enrollment trends of Hispanic students from the K through 12 secondary level up to college enrollment, the picture that best describes the Hispanic population is that of a pyramid.

Today, Hispanics comprise well over 50 percent of the student population in many of our Los Angeles and Orange County schools. As an example, Hispanics in a once traditionally anglo-community such as the city of Whittier, comprise well over 54 percent of the high school student population. In some district schools, enrollment is as high as 80 percent.

Such is the case at Pioneer High School which a few years ago was visited by President Reagan as one of the exemplary schools in California. The high school dropout rate among Hispanics nationally is about 50 percent. However, many school districts do not adequately report the total number of students beginning in the 9th through 12th grade who leave during that 3-year period.

In some cases, high school dropout rates are as high as 80 percent. This was the case in a Santa Anna High School in Orange County. Santa Anna High School—I am sorry—that maintains a Hispanic enrollment of over 90 percent.

Some factors regarding the Hispanic population are worth mentioning since the largest influx of Hispanic students is in the elementary school age. Typically, many Hispanic families are recent immigrants from Central America and Mexico. Some come from El Salvador, Nicaragua and Guatemala.

Also, a majority of the recent immigrants come to this country with little skills, and because of their lack of formal education in their country, they do not have an adequate command of their primary language which is Spanish. In many such instances, these families come to our Los Angeles county schools faced with the double jeopardy in that they must now learn how to first speak Spanish correctly before they begin the transition into mainstream English courses, which may take four or more years.

This is the most compelling factor faced by these recent Hispanic families, and this is why it is so important that funding for bilingual education be continued so that a large segment of this community can become productive members of our society.

Other issues worth mentioning concern the fact that many Hispanic students are not diagnosed properly in grade school and are placed on what is termed track courses or non-academic courses which lead more towards general education rather than college preparatory courses.

The failure on the part of teachers and counselors to adequately diagnose and provide college guidance has a tremendous consequence for the Hispanic community.

On a personal level, I wish to relate that at the third grade I was improperly diagnosed as being a slow learner and was placed in a class with mentally deficient students. I was not corrected—this matter was not corrected until I reached the sixth grade, and it then took me to transition back into a normal class setting. In so many instances, Hispanic students are thoughtlessly turned away from higher education and directed at attaining vocational training as a substitute.

Perhaps in part the reason for the lack of Hispanic representation at our local colleges is due to some of the areas that I explained earlier. No doubt the Hispanics make up over 50 percent of the student population at our local high schools, and in a recent 1985 report by the California postsecondary education commission, they reported that of all the eligible Hispanic high school students able to enroll at the University of California, only 10.6 percent were eligible.

Approximately 15 percent of the Hispanic student population was eligible for admission to a California state university system. Hispanics are represented at the community college at a much higher rate, but again California postsecondary education commission in 1982 reported on California community college transfer rates less than 3 percent for Hispanic students.

Therefore a major concern for us is the lack of transfer among Hispanics from the two year colleges to the four year institutions. For example, at Rio Hondo College, the institution that I represent which is located in Whittier, 50 percent of the Hispanic—population is Hispanic. CPSEC, California Post-Secondary Education Commission, reported in a 1982 report on transfer statistics that less than 6 Hispanic students transferred to a four-year college.

In conclusion, educational programs at the secondary level must begin to address the issues faced by the Hispanic community in a way that brings about changes in teacher preparation, curriculum revision with emphasis on the needs of bilingual students and their culture, quantitative and qualitative testing methodologies must be developed, and the elimination of the so-called tracking method in school districts must occur.

Also, the creation of longitudinal studies of junior and senior high school students must be conducted so that performance can be tracked and analyzed. Counseling staffs must be provided to reduce the caseload so additional counselor-student ratios are reduced, and individualized attention and guidance can be given to students.

Personal contact between parents and schools must be a factor to improve the retention of our Hispanic students. At the post-secondary level more attention needs to be paid to the retention of Hispanics at four year colleges through counseling, better counseling, remediation assistance, mentor programs, and programs that address again Hispanic students and their culture.

Community colleges must also begin to provide adequate matriculation and transfer related services, and focus on articulation with four year colleges so that many more Hispanics can begin to leave the community college and transfer into four year universities and colleges and achieve their advanced degrees.

I would also like to state that because my program is located at a high school district, we also are privy to additional funding and support from that district through the compensatory education programs. These programs have somewhat dwindled over the past two or three years. That has directly impacted the types of services that my program provides which is state funded.

We are now not able to see as many students as we would like. However, the need, the inquiries that we get from the surrounding area are to come to provide services to students that would like to receive information on opportunities for college preparation.

I also have the privilege of working with various trial programs in the area that also provide additional support at the school districts, and I find that those are some of the key areas that I hope our congressmen can take back and provide additional funding or at least stabilize that funding for these particular programs. Thank you very much.

[The prepared statement of Hilda Solis follows:]

PREPARED STATEMENT OF HILDA SOLIS, TRUSTEE, RIO HONDO COLLEGE, WHITTIER, CA

I Would like to take this opportunity to thank **Congressman Matthew Martinez, Congressman Esteban Torres** and distinguished members of the Hispanic Caucus for the opportunity to provide testimony before the Education and Labor Committee.

In my present capacity as director for the **California Student Opportunity and Access Program** and **Trustee, for Rio Hondo Community College,** I have the privilege of working hand in hand with local school districts in predominantly high ethnic minority schools both in **Los Angeles and Orange County.** The problems faced by our Hispanic youth should be of concern to our policy makers and private sector entities that seek to build California as a leader in the world economy, The Pacific Rim and future labor-force. California is facing a crisis in the education of its fastest growing population namely, Hispanics.

If we begin to examine the enrollment trends of our Hispanic students from the K-12 secondary level up to college enrollment, the picture that could best describe the Hispanic population is that of a **"Pyramid".** Today, Hispanics comprise well over **50%** of the student population in many **Los Angeles County and Orange County schools.** As an example, Hispanics in a once traditionally Anglo community such as the City of Whittier comprise over **54%** of the High School student population. In some districts, school enrollment is as high as **80%,** such is the case at Pioneer High School. The high school **drop out** rate among Hispanics nationally is about **50%.** However, many school districts do not adequately report the total number of students beginning in the **9th. thru 12th. grade** who leave during this 3 year period. In some cases, high school drop out rates are as high as **80%.** This was the case in **Santa Ana High School, an Orange County school** that maintains a Hispanic enrollment of over **90%.**

(1)

Some factors regarding the Hispanic population are worth mentioning since the largest influx of Hispanic students is in the elementary school age. Typically, many Hispanic families are recent immigrants from **Central America and Mexico.** Some of the largest numbers have come from **El-Salvador, Nicaragua and Guatemala.** Also, a majority of the recent immigrants come to this country with little skills, and because of their lack of formal education in their country they do not have an adequate command of their primary language. In many such instances, these families come to our **Los Angeles County schools** faced with a double-jeopardy, in that they must now learn how to first speak Spanish correctly before they can begin the transition into mainstream English courses, which might take four or more years. This is the most compelling factor faced by these recent Hispanic families and this is why it is so important that funding for Bilingual Education be continued so that a large segment of this community can become productive members of our society.

Other issues worth mentioning concern the fact that many Hispanic students are not diagnosed properly in grade school and are placed in what is termed **"Track"** courses or non-academic courses which lead more towards general education rather than college prepratory courses. The failure on the part of teachers and counselors to adequately diagnose and provide college guidance has tremendous consequences for the Hispanic Community.

On a personal level, I wish to relate that at the third grade, I was improperly diagnosed as being a slow learner and placed in a class with mentally deficient students. This was not corrected until the sixth grade, and it then took 3 years for me to transition back into a normal class setting.

In so many instances Hispanic students are thoughtfully, turned away from higher education and directed at attaining vocational training as a substitute. Perhaps in part the reason for the lack of Hispanic representation at our colleges is due to some of the issues I explained earlier.

No doubt, that Hispanics make up over **50%** of the student population at many of our local high schools and that in a recent 1985 report by the **California Post Secondary Education Commission** they reported that of all the eligible Hispanic high school students able to enroll at the **University of California** only **10.6%** were eligible. Approximately **15%** of the Hispanic student population was eligible for admission to the **California State University** system. Hispanics are represented at the community college at a much higher rate but again the **California Postsecondary Education Commission** in a 1982 report on Community College transfer rates reported that less than **3%** of all Hispanics at the community college transfer to a **four year university.**

Therefore, a major concern about the community college is the lack of transfers among Hispanics from 2 year to 4 year institutions. For example, at **Rio Hondo College** located in the City of **Whittier,** where **50%** of the student population is Hispanic, CPEC reported in a 1982 report on transfer student statistics that less than 6 Hispanics transferred to a four year college.

In conclusion, educational programs at the secondary level must begin to address the issues faced by the Hispanic community in away that brings about changes in Teacher preparation, curriculum revision with emphasis on the needs of Bilingual students and their Culture, Quantitative and Qualitative testing methodologies must be developed, and the elimination of the so called **"Tracking"** method in school districts must occur. Also, the creation of longitudinal studies of Junior & Senior high school students must be conducted so that performance can be tracked and analyzed, counseling staff must be provided to reduce case loads so additional counselor-student ratios are reduced and individualized attention and guidance can be given to students. Personal contact between parents and the schools must be a factor in order to improve the retention of Hispanic students.

At the postsecondary level more attention must be paid to the retention of **Hispanics** at the four year institutions through better counseling, remediation assistance and mentor programs.

Community colleges must provide for adequate matriculation and transfer related services and focus on articulation with four year institutions so Hispanics begin to establish goals that allow them to go on and achieve an advanced degree .

Mr. **Hawkins**. Well, thank you, Ms. Solis.

The Chair would like to just simply acknowledge the presence of Deputy Mayor Grace Davis who has joined us. Ms. Davis, it is a pleasure to have you present at this hearing. We know of the great job that you are doing and have done, and so it is a great pleasure that we note your presence.

Ms. **Davis**. Thank you very much. Unfortunately, I won't be able to stay too long.

The Mayor's office did provide some literature dealing with the basic problem——

We will be announcing—before we go public with this program.

We appreciate your presence.

The **Chairman**. Thank you. We certainly appreciate that announcement, and we hope that you will convey to the mayor our best wishes and also our thanks for the cooperation in the physical arrangements for the hearing.

Ms. Solis, you have spoken about cooperation, parent, teacher, student cooperation. We ordinarily think of that in terms of elementary grades, but not usually at the high school or community college level.

Would you just briefly give us some idea of how you—what that cooperation should be, what it looks like and how it may best be developed at that level?

Ms. **Solis**. Yes, I would be happy to speak on that. Presently, through my working relationship with about 16 different high school districts, we work very closely with different high school counselors that are identified, and there is usually one or two that is allocated position there to work strictly to provide college information.

The ratio that we see for counselor students at high schools in many of our schools that we work with that are predominantly minority, high minority and larger, tend to be larger student enrollments, is anywhere from 400 to 600 counselor-student ratio. The quality of that counseling then becomes crucial for those particular students.

Many of the students that I see are in the bilingual kinds of programs, and are not ready to go on to a four year institution. But they can also be privy to information about taking additional courses at the community college whether it be through ESL programs or through basic remediation so that they can then begin to go into tailored programs at the vocational field certified programs or four year institutions.

At the community college you know very well that we are faced with a situation there where we are not receiving funding at the same level that the UC and the CSU colleges and many other universities are receiving in the nation.

The problem there that we face is that counseling staffs have dwindled away since Prop 13 here in California. And the drastic effect for our community is that 70 percent to 80 percent of the Hispanic students that do go on to college are overly represented at the community college. The student counselor ratio there is anywhere from 600 to 1 counsel.

The quality indicator again is very low. A student may go in and ask to speak with a counselor about what programs they need to take or what tests they need to take in order to get into a curriculum that will provide them transfer. That time element is very critical. The quality is critical.

Some counselors have told me that they can only spend five to ten minutes with a student, and at that, it is giving them a flyer or information and saying, here, you read it on your own. And if we know the background of our students, many of them are the first ones in their family going on to college.

So it is a barrier. There are different barriers that are there, and I think the way to get around it is by providing better matriculation services which has been proposed and presented to the Governor here in California. However, there has not been sufficient funding for that. I think that there has to be more staff that represent that population, there have to be more minority counselors out there fully aware of what the backgrounds are of these students and what the unique problems are that they have.

I see many re-entry women now coming in to Rio Hondo. Sixty percent of the population at Rio Hondo are on AFDC, welfare mothers that want to come back, and need special assistance again. More specialized than a typical 18 year old student that just gets out of high school.

The **Chairman**. Thank you.

Ms. Coleman, your testimony indicated a continuing need for qualified teachers, bilingual teachers. What is the current trend and what is likely to happen in the next ten to fifteen years in terms of the need, the size of the problem, and is anything seriously being done about it to correct it?

Mrs. **Coleman**. Well, in California, we have a need for about 10,000 bilingual teachers. We presently, we have about 50 percent of those who are certified in the classrooms more or less. And so we need 5,000 plus bilingual teachers.

Those positions right now are being filled by English speaking teachers who are working towards becoming bilingual. They are required to be enrolled in classes and course work that assists them in developing these new——

The **Chairman**. Are they teachers or teacher aides?

Mrs. **Coleman**. Teachers. The teachers must be enrolled if they are in classrooms where they are needed, they must be enrolled in programs that work towards this additional certification.

The problem is is that group of teachers that is working towards the certification, it takes them very, very long period of time usually to acquire the language. They generally are able to acquire the methodology skills that are needed that are different in bilingual classrooms, and also they are required to develop some appreciation for the children's culture.

It is the language issue that takes them the time. Our organization is looking at some alternatives that we hope are going to get some fair hearing within the next couple of years. We think we should continue with those teachers. Many of them are very dedicated, very hard working and want to become bilingual and want to stay servicing our students.

But there is a whole other pool of people out there that we are sure that if the money and the effort behind them was invested, that we would shrink the shortage in a relatively short period of time and those are our bilingual paraprofessionals that are in the classrooms.

There are anywhere from 5,000 to 7,000 of those bilingual paraprofessionals in California schools. They already have the language competencies. Any principal, and I am sure Elias could point to you now on his staff paraprofessionals who have been there sometimes longer than some of his teachers, and to some extent are even better than some of the certified teachers because of their onsite training, their dedication to the students.

We could make a list per school district of all of the aides who have great potential for being teachers, and we could say—and then we could find out how many of them have college credit. Many of them have a lot of college credit from going to our community colleges in the training programs there.

And if we looked at our aides who had great potential and also had college credit behind them, we could chart yearly how many bilingual teachers would come out of our system. The only thing that needs to happen though is those aides need a sabbatical from work so they can do the schooling not in addition to work because they have families and they need some support while they are going through our college system. That's a small price to pay for acquiring a large pool of certified bilingual teachers.

So it is our position that one, yes, we could supply the pool that we need by continuing to work with the teachers who want to be retrained, two, by looking at the resource of paraprofessionsl, and three, by the colleges making a concerted effort to attract people to their bilingual teacher training programs. There is no incentive to going through that program. It's a more rigorous program. There are more credits, and there are more requirements. And there is no incentives to going through that program. We need incentives and we need the pupil to be educated.

And so there is a need and there is a need to fulfill that need but it is not happening now.

The **Chairman**. Thank you. Mr. Martinez.

Mr. **Martinez**. I just met with Carol Whitten who is the person in the Department of Education who is in charge of bilingual education. I was quite astonished at her perspective, at the perspective she presented to me about that perspective, being that she is bilingual herself. And she taught in Miami in schools where there is a great percentage of Hispanics, normally Cuban.

And she still has adopted totally the philosophy of the Secretary of Education, Mr. Bennett. And we talked about a few of the things that the Secretary would like to see in bilingual education, and some of his concerns for bilingual education.

One of them was that it takes too long, much too long. I guess he is looking at that from a perspective of how much money is invested in each student. I think if he would look at it in terms of the money, that it is no more money than you spend on any other student if you were concerned about making them receive, or if you were enabling them to receive a quality education.

But you mentioned six years, when they reach the sixth year. See, the normal, the average across the nation as we were told in a couple of reports is two and a half years. Now, I don't know how they can do it in two and a half years really. It seems to me an impossible thing unless they are not really testing them to the degree needed to determine how proficient they are when they get out.

And what I would like to ask you from your experience because the other thing that they were concerned about was that the programs were not flexible: Yet as Ms. Whitten herself indicated to me, she visited programs all over the country that were all different, and we consistently hear from the other side about increasing the four percent which is more accurately 18 percent for flexibility of program because they somehow infer that all the programs across the country are the same, and that they need that flexibility to make them more efficient.

Respond to that from your perspective of that.

Ms. **Spiegel-Coleman**. Well, this issue of flexibility is not only a discussion that goes on in Washington, D.C. but is clearly a discussion that goes on here in the halls of our legislature at Sacramento. I don't know who invented the word flexibility and attached it to our legislation, but it hounds us everytime we have a discussion, and you are absolutely right.

If you look at bilingual programs from one school to another, they are from A to Z. The law is so flexible that it is difficult to find two schools in California that have the same bilingual program and they are all in compliance with state legislation and federal guidelines.

There is an enormous amount of flexibility in how you design your program. The flexibility that does not exist is to do nothing. That is not allowed under federal guidelines and state legislation, and that is what these people would like to see when they are talking about flexibility, to do nothing. Be flexible enough to let us do what we want to do.

And what they want to do is what they did before, which was nothing. And in fact we have sort of a case study on that here in California. Our legislation much like the piece of legislation that you passed last time for Title 7 has an experimental option in it like the alternative programs in the Title 7 Act.

And the only thing that was required for school districts in California to do that experimental option act was to design a program, fill out a very short, very short application, and to submit to the department how you were going to evaluate this alternative approach and compare it to what you were doing in a structured bilingual program. It was real minimal.

Nobody, almost nobody opted to do that. And the cry was that there were too many requirements, and it was too difficult to file the application. It was a two or three page application. It was one of the easiest applications I have ever seen.

The issue was the schools and districts that wanted an alternative did not have a program design in mind. What they wanted to do was be left alone. And that was not allowed under that experimental design. And so we had 700 classrooms that could have been doing alternative programs, and instead we have 153 statewide that chose to do that.

So there is over 550 more classrooms that could be experimenting but just are not because they do not know what—I mean they do not have a design. And so those of us who work with the program are frustrated because flexibility is the name of the game at the school sites. It is flexible.

And I think people in positions as Ms. Pendas Whitten know that and do us all a disservice by going around saying things that she does.

Mr. **Martinez**. Well, I was simply appalled, in view of her background, that she did not have greater sensitivity to what the actual situation really is as far as the program.

The other thing she raised was total immersion with a—and when I started in on her on that total immersion concept because as far as I am concerned 59 percent of the students in California are in total immersion programs already. And then she says, "Well, you don't understand what I am saying. I am saying in a structured class with a teacher who is knowledgeable about language education."

And I asked, "being bilingual?" "No. Not of being bilingual." Speaking only English in other words I guess she means. Well, I went through that kind of a system at five years of age—and it goes back, and I would like Mr. Galvan to refer to this, to respond to this later. I was put like Ms. Solis was in a speech correction class. A speech correction class. And the teacher of that was English speaking only. Well, I did not gain too much from it, in the short period that I was there, because after one year of that I was in the regular classes, and it took me quite awhile to finally commence to understand.

And it goes back to what Mr. Galvan says. A child at the age of five years even if he speaks Spanish, does not have much of a vocabulary. He certainly does not have a knowledge of grammar which is an important basic part of any language structure in learning and going beyond, or going up to certain levels.

You mentioned that a person comes in with as high as 5,000 word average and maybe a passive vocabulary of as many as 20,000 words. What does the average person with English speaking only have? I am talking about an adult. What kind of vocabulary, how many words do you think the average person knows?

Mr. **Galvan**. Once a person acquires that vocabulary, he does not increase by too much beyond that. So that I would say that most people would go anywhere from 13, 14,000 to 20,000 or more. But once you acquire that vocabulary which is the fundamental, the basis of your language, and let us say it is English, it stays pretty constant.

So in studies by linguists, they find that the best way to learn a language naturally of course is when you are a child. However, when we get youngsters who have learned that language in another language like in Spanish, to make that transfer into the English language is a very difficult process and requires very expert teaching a very carefully designed curriculum.

And the idea that people have had through the years that all you have to do is immerse them and saturate them may work for some people, and I think in my experience that has been the danger because administrators would tell me why do we need a special program for these youngsters?

I know two youngsters who came from such and such a country, and in three years they were doing beautifully. What they failed to recognize is that for every two youngsters, some of us succeed in spite of everything. You know, some people succeed in spite of whatever the obstacles are.

What they fail to recognize is that for every youngster that succeeds under that kind of criteria we have got another 99 that have not. And that is the figure that concerns us. The kids that are not making it. The kids that make it, whatever system they use, great. And that was my concern there, is that you cannot miraculously instill in the human body command of language unless it is very carefully designed and very carefully taught.

And to think otherwise is being very simplistic. Studies point that, and have done for many years. Some of us still remember the studies that were made. I remember we were to look up a study made by the University of California-Berkeley way back in 1961 I believe published in the educational journal of, in the journal of educational and research in the State of California. Those studies are still there, which prove conclusively that language plays a tremendous part in how a youngster thinks and functions.

And the studies that were made, published also in that report in the 1960s called the invisible minority which again points out that intellectual retardation manifests itself primarily in language. And so it is nothing new. It is simply that people refuse to accept the research that through the years that shows us that for kids to be successful and for people to be successful, they must have very good teaching and very good programs. It just does not happen by accident.

Mr. **Martinez**. I guess what you are saying is knowing the words is not sufficient. You need a structure to go along with that, to apply those words to knowledge.

Mr. **Galvan**. Exactly.

Ms. **Spiegel-Coleman**. And again, I think it is a little dishonest—I hate to pick on Mrs. Whitten—but for her to continue to harp on her interest in immersion when the Department of Education has a longitudinal study comparing immersion programs with short-term bilingual programs versus long-term bilingual programs.

And I am sure that the three of you are familiar with the first year's results that last year hit the papers, that in all cases, the short term and the long term bilingual programs, the students in those programs exceeded the children in English immersion classrooms on all academic scores of English academic work.

That was only the first year's results. I understand that your committee has requested the second year's results. They have had them for awhile, and somehow are not sharing the second year's worth of results with us. But that was the study that the Department hoped was going to finally convince you all to create policy along their lines, but we were sure that study was going to validate what we have been saying all along about good bilingual programs.

And we are proud in California to tell you that many of those bilingual programs that are showing their results are from California and are from our area here, and are showing the results much better than the English immersion classrooms.

And so again, I think it is dishonest of her to keep harping on that when she knows, that they have done a study.

The **Chairman**. We should get Mr. Torres involved in this discussion.

Mr. **Torres**. Mr. Chairman, I appreciate that. I think we have before us exemplary witnesses that have provided valuable testimony and information to us, and in the interests of time, Mr. Chairman, I would yield back the balance of my time and not ask any further questions. Thank you.

The **Chairman**. Well, thank you. Only the members of the Education Labor Committee are long winded, are you saying?

The Chair congratulates and thanks the witnesses for your testimony this morning. You have been very valuable to us and we appreciate the contribution that you have made. Thank you.

We will take just a two minute recess. I understand that they must set up this slide presentation to go along with the next witnesses. In the meantime, may I call the witnesses during this break to assemble at the witness table.

Mr. Rafael Magallan, Dr. Reynaldo Macias, Dr. Juan Hurtado, Mr. Richard Fajardo—I am sorry. Mr. Richard Fajardo is in the third one. Mr. Fajardo, and Dr. Macias. Those witnesses will be seated at the witness table for the next panel, and in the meantime we are in two minute recess while the preparation is made for the slide presentation.

[Whereupon, a short recess was taken.]

The **Chairman**. Mr. Magallan, I suppose you are the first witness for this panel. We will hear from you first.

STATEMENT OF RAFAEL MAGALLAN, EXECUTIVE DIRECTOR, THE TOMAS RIVERA CENTER, CLAREMONT, CA

Mr. **Magallan**. Thank you very much, Chairman.

Good morning to the Chairman, of course, and to Congressman Martinez, Congressman Torres. On behalf of the Tomas Rivera Center, I wish to express my sincere appreciation for the kind invitation to join you and share with you some of our thoughts on the urgent issue of the quality of education which Hispanic youth receive.

Our prepared testimony addresses education specific dimensions of this critical question. We respectfully request that our report be entered into the record.

The **Chairman**. Without objection, the report in its entirety will be entered in the record at this point.

Mr. **Magallan**. That will allow us to move rather quickly and not recite a litany of the usual kinds of problems and issues.

But rather, we would like to quickly sketch a broad picture for you, with your indulgence, we would like to review some social indicators felt to be useful in that they provide a standard and a background of which—against which educational programs or its lack of progress can be measured.

Dr. Reynaldo Macias, Tomas Center and professor at the University of Southern California, as well as director of that fine institution, Center for multicultural and multilingual research, will then share with you some of our thoughts regarding literacy and language acquisition and related matters.

And I apologize for the quality of the pictures, perhaps with this much light, but I would note that all of the graphs and charts that we will be sharing with you are included in the report. There will be no need to try to take notes off of that.

We decided to focus our comments on the Southwest of the United States principally because that is where three quarters of U.S. Hispanics are to be found. And so are analysis basically is looking at what is going on in the Southwest as well as of course some of the national aggregated data.

Very quickly, the Mexican-American population is consistently the largest population in all of five Southwestern States. Mexican-Americans comprise between 15 and 20 percent of all the total population of these states, with the exception of Colorado.

When you include other Hispanics, the total Hispanic population ranges from 11.8 percent to 36.6 percent. This double bar chart illustrates the opposing trends of growth in the Hispanic and white populations of the Southwest.

While the bulk of the white population is contained within the 15- and 34-year old groups, the Hispanic population which is to your left is concentrated along the 25 and below age cohort. What that reflects is that the Hispanic population has not reached its peak, and its youthful population is steadily increasing.

When you couple that youthfulness with the higher fertility rates which are found among Hispanics, this youthfulness bodes for ongoing continual growth for at least the two or three decades.

[Next slide.]

The quality in that one is hard to perceive. But basically, that reflects the major cities in the Southwest. The top 35 Southwestern metropolitan areas which represent about one quarter of all U.S. metropolitan areas with over one million people.

Nearly half of these 35 MSAs are found in California, 11 are in Texas, 3 in New Mexico, and 2 each in Arizona and Colorado; 14 of those 35 MSAs where you are going to find Hispanics concentrated heavily, each have a population exceeding one million.

The importance of that for us is that Hispanics are overly concentrated in these urban centers. In Los Angeles alone, Hispanics make up over two and a half million which is 32 percent of our population here in Los Angeles. In San Antonio actually over 52 percent. And on down the line as you look at those cities.

What that means in terms of projections is when you look at most analysts concede will be the steady increase in the Southwest, you have to take into account that the largest share of that population growth is going to be Hispanics.

This particular bar graph shows the estimate for those major 35 MSAs, and basically, notes that between the year 1990 and the year 2000, the population will continue to balloon upwards. For example, Los Angeles for the year 2000 is projected to be over 10 million population. Roughly over 3.25 million will be Hispanic. That is an increase of nearly 700,000 from 1985.

Without exception the median age of Hispanics is significantly younger. This particular bar graph gives you an indication of what that median age is. It tends to average about 22 years old for Hispanics in the Southwest as against + 30 percent for Anglos.

With your indulgence, I am going to lower that a bit.

[Next slide.]

This particular chart basically shows the trend for poverty increases among Hispanics, Blacks and Whites over the last several years. Although the trend for the percent of families below poverty level has increased for all groups, the greatest percent increase is found among Hispanics with a 7.4 percent increase between the years involved, 1973 to 1982. That contrasts against Whites which have a 3 percent increase, and Blacks which show a 4.9 increase.

Coupled with the general medium, the low medium income for Hispanics, you can begin to assume rather large income discrepancies. How this plays out obviously is in low educational attainment because lacking the kind of education, are really fiscal resources, you are not going to have as much probability of securing a quality education, unless you are involved in school districts that do a disportionate amount beyond what is the norm in these large urban school districts.

The percentage of high school graduates of Spanish origin between the ages of 25 and 34 basically adult Hispanics was 45 percent in 1970, and 58 percent in 1983. You can compare that to 73 percent for Anglos in 1970, and 88 percent for Anglos in 1983.

Looking at the 16 and 17 year olds, Hispanics versus Whites and Blacks enrolled in school by the Southwestern States, you can also see that Hispanics begin to show a disportionate, disportionate effect of dropping out of school, of not being enrolled and not having a high school diploma at much earlier ages than other groups.

Let me back up a little bit if I may to that one. In California, I would like to point out, California is the second bar over, 79 percent of Hispanices that were 16 and 17 years old were in school as compared to 92 percent Whites and 90 percent Blacks, and this is at the 16, 17 year old level.

Unfortunately, this particular chart gives a sense of the education attainment by age cohort. It is a rather important chart, so let me just basically outline quickly what it means. And it is by——

Mr. TORRES. Mr. Magallan, is that on page 9 of your report?

Mr. MAGALLAN. It is. In 8 of those 9 key States, and these are the States with the largest Hispanic enrollment in the country, Hispanics fall below the regular state percent for age cohort in actual school enrollment.

The only exception is Florida where Hispanics do exceed the state percent for the larger, for the older age cohorts. Overall, Hispanics have the smallest percent of students enrolled in school across the board.

Hispanics are the most underrepresented, particularly in the early ages. If you look at the 3 to 4 year old, and the 5 to 6 year old, Hispanics are grossly, grossly under-enrolled. What this speaks to are issues of perhaps more outreach for early childhood education, more promotion of information regarding the value of early childhood educational interventions. It is really puzzling when you start looking at why Hispanics below Blacks and below Anglos basically are not availing themselves at all to the degree of early childhood programs.

Jumping over from childhood to adulthood, this particular chart looks at the numbers of adults, 35 years and older who are enrolled in school for a selected district in the Southwest. Again, you will find differences between the percentages of those students taking advantage of adult education.

For example, in El Paso the percentage of Whites enrolled in adult ed programs is 3.36 percent, and for Hispanics, it is 2.36 percent. Overall the direction of differences is always in favor of greater White participation in terms of adult ed than Hispanics.

Although the percent of people who have completed four or more years of high school has increased over time from 1970 to 1981, as you can see by this chart, Hispanics still had the lowest percent of individuals in that category.

While there is progress being made, when you stop and consider the proportion of the increase of the Hispanic population in the country and especially in the Southwest, that progress is not at all proportional. We are losing ground even though more numbers, more of our population might be getting better educated as compared to 20 years ago.

The increase in terms of our population is such that it far dwarfs the small numerical increases. When you start from base zero, then you have a 2 percent increase the following year, well, you are doing 200 percent better, but we have to protect ourselves from being sure that we are not deluded or misled by analysis that basically inflates the actual, or the reality.

As was noted by one of your earlier speakers, the trend for Hispanic enrollments in higher education likewise has been showing some increases. However, much of that has been eroded over the last six years.

This particular table shows the enrollments of Hispanics in postsecondary education across the country. What is particularly important about it is that as you can see from 1976 through 1984, California followed by Texas were the states that had the largest share of Hispanics enrolled in post secondary education.

What is critical about that fact is that in California in 1984 approximately 28 percent of all Latinos including Puerto Ricans on the Island approximately 28 percent of all the Latinos in the country were enrolled in higher ed in California. That is perhaps something that we could take credit for. Unfortunately, the pattern of within state enrollment is very much skewed against the kind of educational progress that one would hope.

The overriding bulk of the Hispanic enrollments in postsecondary ed in California are in community colleges, and for most of us, or like most of us who went to community colleges, that might not be a bad place to start, but when you have about 80 percent of your state enrollment of one group in community colleges that have the kind of lesser resources that could facilitate moving into bachelor programs, batchelor of science programs, graduate programs, doctoral programs, the odds are stacked against that population.

And having that large of a sector of the national Hispanic population concentrated in community colleges in California, skews the picture for the rest of the nation. It is an area of much policy concern.

What are the outcomes of these kinds of educational attainment, low education attainment trends? Well, let me point to this particular graph. In the teaching profession—Well, actually, this is the positions. I am sorry.

In the Southwest, in these Southwestern cities that we looked at, there was a decrease in the number of Hispanic physicians from 1970 to 1980, with the largest decreases being found in the Texas cities where you would think there would be more increases, McAllen and San Antonio.

If you look at engineers, if you look at any of the other professional and white collar groups, you are going to find the same kind under-representation. In the teaching profession which was touched on earlier, there is somewhat of an opposite trend found. Here in all twelve of these Southwestern cities, there have been seen an increase in the representation of teachers between the years 1970 and 1980.

Although there had been increases, the representation still remains far below what the need is, anywhere from one quarter to one-half of the Hispanic population. Los Angeles, for example, if you look up at the Los Angeles column, now has 10.8 percent representation of Hispanics in its teaching force, and yet Hispanics comprise over 31 percent of the general population in this area.

And in some areas while there has been a growth in the proportion of Hispanic teachers to Hispanic children—while, there has been some growth in the numbers, the proportion of Hispanic teachers to Hispanic teachers has declined during this period.

This particular graph I think very dramatically points out what is going on here in California in terms of those Hispanics who went to the schools at the secondary level and had any hopes of moving on to post secondary education. Hispanics are the third bar over. For every 1,000 Hispanics that entered the 9th grade in 1979, over 339 of them did not graduate from that high school. Only 661 of those 1,000 attained a high school diploma. Of those, only 56 of the 1,000 that began, only 56 went on to a state college, and only 14 of those went on to a state university, 14 out of 1,000.

You can compare that to the numbers for the other groups, and you can see again the relative disadvantage. On a larger scale, this compares, the rate of enrollment in California for Hispanics in post secondary ed, the first bar reflects that 11 percent of all students in community colleges were Hispanics, and mind you, that is where we are over concentrated, in post secondary.

Eight percent were in four year colleges, four percent were in universities and graduate programs, and six percent of the students that were pursuing professional degrees were Hispanic. That is just simply enrollment. The outcome of that is how many degrees are secured. And in 1980 in California where Hispanics made up about 21 percent of the regular college age cohort, only 11 percent of the AAs awarded in 1980 went to Hispanics, 6 percent of the BAs, or BSs went to Hispanics, 4 percent of the masters, and 1.7 percent of the doctoral degrees went to Hispanics.

At this point, I would like to turn the microphone over to my colleague from the University of Southern California, Dr. Reynaldo Macias, who will then speak a little bit about what are the language dimensions to this kind of an issue.

Mr. Hawkins. Dr. Macias.

STATEMENT OF DR. REYNALDO MACIAS, AUTHOR, THE TOMAS RIVERA CENTER, CLAREMONT, CA

Dr. MACIAS. Good morning, Mr. Chairman and members of the Committee. I would like to add my welcome to the Committee coming to the city of Angels, although since each of you represent parts of this greater metropolitan area, it is really a welcome home for the time that you will be here.

And my thanks for the opportunity to be able to share with you some information and concerns about the schooling of Chicanos, other Latinos and other minorities in California and the nation.

I would like to start off by merely stating what is becoming a frequently told fact. This is the 1986–1987 school year. If the current drop-out statistics reflect the continuing dropouts over the next 12, 13 years, 55 percent of the children entering school this year will graduate.

Those that graduate will do so in the year 2,000, entering the work world of the 21st Century in their late teens. Ten and twenty years later they will be in middle age, rearing families when many in their generation will begin to make a difference in the leadership of our city, the state and the nation. That will be in the year 2020.

When we say as teachers, as parents, as concerned individuals that the children are our future, that they are the reason why we do what we do in the schools, I think it is important to keep in mind the world that they will live in. In California, that world will continue to be more like the rest of the entire world than the rest of this nation.

It is with this in mind that we must consider the legislation before this Committee and this session of Congress. The importance of language is critical. Proficient language ability is important in public schooling, proficiency in speaking, understanding, reading and writing.

Language proficiency tests, IQ tests, aptitude tests share very—are very similar in their formats and in the kind of items that they have as are the verbal or language portions of most standardized achievement tests.

Many will argue that teaching and learning is basically a linguistic interactive process. It involves communicating effectively between teacher, student and parents. There are at least two varieties or kinds or ways of speaking in the classroom, social and conversational and academic.

The second is what is valued by the school. It is often called cash English or standard English in the Black community. If students get nothing else, this is what they should learn. Not to substitute for the way they already speak but to add to it. Bilingual and non-English proficient students need the same language skills. Bilingual programs are designed to teach English, academic achievement and positive social adjustment.

World trade today in the 21st Century is increasingly going to be multi-lingual, not to the exclusion of English, but to the addition of English. When you sell, you must speak the language of the buyer, and the U.S. is trying to sell more and more.

There is no reason why our children should not be fluent in English, the common language, Spanish, Chinese, and Japanese and other languages as well for their individual benefit as well as that of the nation. Language issues in education cover all of these areas.

When we speak of Latinos and other minority groups as well. When we look at bilingual education, it must be in the context of the future and in the context of the language needs of our society in that future.

Literacy represents a unique position within the language issues of the school. It above all other language skills are the—is the mark of achievement within the school. Reading and writing acquisition of Latinos is trailing behind that of Euro-Americans in this country.

The Tomas Rivera Center has been studying the extent of illiteracy and literacy within the various Latino communities and its social and economic consequences. I would like to share very briefly with you some of those preliminary findings, and I will not read the entire text of this testimony, but only highlights of the more important points.

With regards to where someone is born and their abilities in English and Spanish, in reading and writing, those that are born in the United States, of those Mexicans that are born in the United States, 18 percent are not literate in English, 54 percent are not literate in Spanish.

Those that are born in Mexico, 72 percent are not literate in English, and 23 percent are not literate in Spanish. When it comes to writing, those that are born in the United States, 22 percent are not able or do not report that they are able to write well or at all. 59 percent are not able to do so in Spanish.

Those that are born in Mexico, of those that are born in Mexico, 78 percent are not able to write in English, and 22 percent are not able to write in Spanish. When you compare some of those statistics to the literacy, functional literacy and illiteracy rates of the general population, they are much higher.

When you look at the Puerto Rican population, they are very similar. The interest in looking at both English and Spanish literacy is critical because if we are going to talk about education as a linguistic interactive process, then we must be concerned about the total language resources that the child or the adult brings to that process. To ignore one in favor of another is to tell a child to read with one eye closed at the same time that they must read aloud with their mouth closed.

You are not dealing with the entire resources and abilities of the child to perform well and in a way that they are able to within the classroom situation. There are other findings that are coming out as a result of this study. It will analyze the 1980 census and several other data sets as well in order to compare different measures of literacy and illiteracy for this population.

It will have a break-out of not only school age populations, but adults as well. And as those findings are concluded, they will be forwarded to the Committee if you would so like.

I would like to make some comments as well with regards to the English-only lobby, and how it affects or does not affect the interests of language use and language rights of not only children in school but outside of school and particularly given some of the interests in the English language acquisition of adults that are within the country without documents, and that may be eligible for amnesty as well as in the context of the English language Proficiency Act bill that has been submitted—resubmitted to this session of Congress and several other pieces of legislation that this Committee and other committees within the House and the Senate are considering.

Because there have been disturbing reports both from English only advocates as well as from if you will civil rights advocates about language discrimination. And I refer to it as language discrimination in the sense that it is language neutral. Those that advocate English only say that English speakers are being discriminated against, non-English speakers allege discrimination from employers and others as well.

The drawing on domestic law. We need to define the issues in particular ways. Drawing on international agreements in human rights covenants provide a different perspective to the promotion of a uniform language policy and to the issue of language and particularly language in education.

Language is the critical and protected class or factor along with race, sex, national origin, age, and several others for most of these international agreements. We currently have no similar legal protection in the country, in this country. Under our civil rights laws, the issue of language must first be tied to issues or race, ethnicity, national origin before it can be litigated.

These international laws however allow for two principles which might serve us in domestic law. Each individual should have, number one, the right to be free from discrimination based on language. Number two, the right to access or learn his or her own language, that of the community, the state and/or the nation.

The first principle extends our civil rights protections to include language, and unless the law is violated, does not inhibit or mandate particular language behaviors. The second principle is a bit more complex in that we must at each instance identify that particular language.

But it can be separated into two very simple sub-principles. One specifying the right to learn English, and a second sub-principle specifying the right to learn one's own language. I am sure it is the second part of this principle which will continue to cause controversy, but it should not be a reason for throwing out the consideration of these and other principles.

We state this, we cannot as a state or a nation be blind to the rest of the world in our foreign policy, nor can we afford to be deaf and mute in a diverse and increasingly interconnected world. This vision of not only our social context but our future of which I speak.

Nor can we tolerate discrimination amongst ourselves on the pretext of national unity. The founding "fathers" explicitly rejected the notion of an official language in order to include the various colonial populations in the new nation and because they believed that national unity would be based on adherence to the same political ideals rather than cultural conformity.

Our promotion should be of a common language not of an exclusively singular language. Our efforts in promoting a common national body politic should be inclusive not exclusive.

Which leads me particularly to the bilingual education act, and I will conclude in a very brief time. This committee is considering the reauthorization of the bilingual education act this year amongst other pieces of legislation. I think that it is important that you know that we appreciate the work that you are doing.

In particular, the oversight and monitoring authority and function of the committee, generating independent authority in the field is another activity for which you must be commended, particularly when the Secretary of Education and others within the Department of Education continue to distort the research evidence available on the effectiveness of bilingual instruction in helping students acquire English and achieve academically.

Please keep up this oversight function. It is critical. I would also like to identify for particular mention the General Accounting Office research evaluation on the Department's position on bilingual education research and its effectiveness. Although it is not in the usual vein of GAO audits and evaluations, it is certainly a clear exposition of the politicized and biased nature of the Department's activities and evaluation of bilingual education research.

It is a trend that began in 1980 and 1981. If it has a shortcoming, it is not exploring a similar political bias in the Office of Educational Research and Improvement within the department as well as the research unit of the Office of Bilingual Education and Minority Languages Affairs.

I might add for the committee's information that I was the assistant director for reading and language studies of the National Institute of Education between 1979 and 1981, and was involved in one of the several major critical shifts with regards to the politicization of that bilingual education research, and I followed it both personally and professionally for that reason over the last eight years.

The Committee is being asked by the Administration to consider removing the 4 percent cap on the special alternative program. The cap should not be removed. It provides a delicate compromise that allows school districts to apply for program funds to experiment with English only approaches to teaching language minority students. The bias of the Department would be to fund only English-only language instructional programs to the exclusion of other programs, despite their own research some of which has been cited earlier.

The bias of the Department has also been reflected in the implementation of the higher education fellowship programs. The 1984 amendments required the funding of 500 fellowships——

The CHAIRMAN. Excuse me. On that point, would you address likewise whether or not the cap should be expanded? In other words, would it be equally wrong in your opinion if we liberalized the cap?

Mr. MACIAS. The 4 percent cap?

The CHAIRMAN. Yes, say raise it, double it or triple it, which I think is what Dr. Bennett is now suggesting.

Mr. Macias. I don't see the need for it, sir. I think that it was, if you will, accepted in order to serve a larger and broader good, and that is in order to provide services to language minority students in a language that they could understand.

And that in order to do that the experimentation was something that was felt to be necessary in order to get the bill out of committee and get passed.

Understanding that, there are monies above and beyond the 4 percent in special alternatives programs section of the bill or the law that allow that experimentation to take place.

If this were a mandatory law, I might think differently. But it is a discretionary, voluntary program, and is in comparison to other programs, not the largest, not the second largest, not the third largest, but ranks much smaller.

And to the extent that you divide the basic motivation for and essence of the program, that is to deal with total language resources of the child by teaching in a language that he or she understands, by moving away from that, then I think what we do is we move away from good education.

There are situations where children can only be taught in English. And we need to continue that experimentation the way we did between 1950 and 1968 in most of the schools non-English speaking programs were English as a second language programs. We have experience in that area. The Bilingual Education Act built on that in order to add the non-English language, state law was changed, federal law provided monies to be able to experiment.

And that experimentation has been working. The programs have been demonstrated, demonstrating that they can be more effective than ESL. To go back to 20 years ago, on the basis of increased flexibility is just not to recognize the history of language and education, and in particularly Hispanics and American Indians in this country.

The Committee has expressed some concern as well in being able to do that as it relates to teachers and the availability of teachers. It is in part to that end that my comments about the fellowships was mentioned.

The Department complied for the first year and funded close to 500 fellowships, but has held no competition for new fellowships since then and has expressed on a number of occasions that they are not interested in supporting this kind of program. And it seems to me that unless they are required to do so, they will not do so.

And when one looks at the teachers that are able to teach bilingually, or are able to teach English as a second language, I would like to point out that teachers in Title 7 funded programs using a non-English language for instruction in 1980 and 1981, were over three times as likely to report having adequate basic academic preparation and self-reported language skills as teachers in non-Title 7 programs.

Title 7 has made a difference in teacher preparation. Teachers trained in academic programs supported by Title 7 were much more likely to be engaged in providing instruction to limited English proficient children than teachers in non-Title 7 programs. About one-fourth of all teachers with bilingual academic training were trained in institutions with Title 7 support.

We had at that time close to 56,000 teachers teaching in a non-English language who did not report having adequate language skills. We had 103,000 teachers teaching English as a second language where 60 some percent indicated that they did not have the academic preparation to teach English as a second language.

Title 7 has made a difference as have state programs in teacher certification and training in this area because we have increased the pool of bilingual teachers and ESL trained teachers from 1976 to 1980 four-fold. And it continues to increase during the decade of the 1980s.

In a way, in an unfortunate way, the situation of the need for children to have instruction in a language other than English continues to increase at an even greater pace, but we have contributed more bilingual teachers to the teaching labor force proportionately than there have been new teachers entering the labor force during the same time period.

We can catch up. We need to catch up, and I think we will catch up given the support of this committee and continuation of similar programs at the state level. I would like to make one final recommendation, and that is that because of the fragmentation of interests in language and education issues that affect not only Chicanos, American Indians, Asians, but Blacks and others as well, foreign language is treated separately from bilingual education.

English language acquisition is treated in some ways separately, programmatically by age for adults and school age. There is not the kind of attention for secondary school instruction in these areas that we need to, and it seems to me that there is a great need for a national effort of leadership, possibly a task force, that deals specifically with the integration of language and education that would involve representatives from the foreign language education community, from the bilingual education community, from the English second language community, from adult education, from K-12 education that would allow the kinds of issues that this committee is dealing with in the various pieces of legislation before it, to provide a non-legal leadership direction that presently is not forthcoming from the national level.

I think it would be important. I think you would get the cooperation of national organizations. I think that the kind of benefit that schools and schooling, whether it is adult or K-12 would receive from that kind of look would be tremendous. The leadership that was provided by the President's commission on foreign language and international studies a number of years ago, although it did not implement particular programs of a major sweeping nature did provide a leadership direction for changes that are still being felt within the foreign language education community.

I think we can do even more by having an integrated and comprehensive approach. And I think the beneficiaries in terms of Hispanics who are not able to speak English or who are bilingual to varying degrees as other language minority groups would be the beneficiaries. The nation would be the ultimate beneficiary not only today, but in the year 2020.

Thank you.

The CHAIRMAN. Dr. Hurtado, you are next.

[The prepared statement of the Tomas Rivera Center follows:]

HISPANICS AND EDUCATION

Testimony

Presented to the U.S. House of Representatives
Education and Labor Committee
Field Hearings

Friday, March 20, 1987
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Delivered by

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and

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The Tomás Rivera Center

Hispanics and Education

I. Selected Data on the Education of Hispanics
by Rafael J. Magallán

II. Minority Education and Language Issues
by Renaldo F. Macías

III. Selected Statistics

I. Selected Data on the Education of Hispanics

A. Introduction

As the nation's second largest and fastest growing minority group, Hispanics represent an important segment of the United States population. Yet Hispanics, Chicanos, Puerto Ricans, Cubans and other persons "Spanish Origin," have traditionally been underrepresented in institutions of education, received substantially less income than whites, held less prestigious jobs and been subjected to de jure or de facto discriminatory practices such as segregation, covenant laws, denial of access to public facilities, gerrymandering and exclusion from grand juries.

Thirty-two years after Brown v. Board of Education, Hispanics are the most segregated racial or ethnic group in the country. They suffer a 45% high school dropout rate, represent only 4.3% of college students and receive 2.3% of Bachelor degrees. Moreover, Hispanics have recently achieved the dubious distinction of being the racial or ethnic group with the lowest educational attainment levels in the country.

This testimony focuses on the status of Hispanic education in order to document the current representation of Latinos in education and to assess the progress of this group since the initiation of educational equity programs in the 1960s. Throughout this analysis an attempt will be made to distinguish between Chicanos (Mexican Americans), Puerto Ricans, Cubans and other Hispanics. Unfortunately, at times those distinctions will be virtually impossible to make because of the manner in which the data is collected and reported. Many government statistics, including the Higher Education General Information Survey Reports and the Equal Employment Opportunity Commission reports, include data on "Hispanics" and not on the various Hispanic ethnic groups. While there are many ties which bind the Hispanic groups, each also has a distinct history, culture and language which the term "Hispanic" tends to homogenize. Furthermore, each group differs in its educational attainment, socioeconomic status, political attitudes and degrees of political participation. Data must be collected which distinguishes between the different groups in order to best assess and meet the needs of each distinct population.

This testimony analyzes the demographic and socioeconomic factors affecting access to education, and the condition of public elementary and secondary education. Higher education, while an important means for personal growth and social and economic advancement, is by no means a panacea for the problems of minorities in the United States. Thus, while the improvement of higher education for Hispanics requires critical attention, elementary and secondary education and other social and economic factors also must be improved if access to and success in higher educational institutions by Hispanics is to be altered.

Because attitudes toward improving the education of minorities are shifting, documentation is needed regarding the access of minorities to higher education and their successful graduation from those institutions. It is hoped that this information will prove useful to policymakers, educators, minority organizations and other concerned individuals or groups in the analysis of issues and design of strategies to improve enrollment, retention, hiring and promotion of Chicanos, Puerto Ricans and other Hispanics in institutions of higher education, as well as education in general.

B. Demographic and SocioEconomic Factors Affecting the Education of Hispanics

- Hispanics are currently America's second largest minority group constituting 16.8 million people (not including the 3 million residents of Puerto Rico), and representing 7.2% of the population as per the 1985 Current Population Survey.
- Hispanics are the youngest and fastest growing racial or ethnic group in the country, growing approximately six times faster than the majority of the population.
- Between 1970 and 1980, the total U.S. population increased 11 percent, whereas the Hispanic population increased 61 percent. Given that rate of growth and continued migration of Hispanics into the United States, Hispanics are expected to become the nation's largest minority group by the year 2000, representing 14.7% of the population, while Blacks will constitute approximately 14.0%.
- At present, Hispanics are highly concentrated in nine states: California, Texas, New York, Illinois, Florida, New Mexico, New Jersey, Arizona and Colorado. California is home to over 4.5 million persons of "Spanish origin," Texas is home to 3.0 million and 1.7 million reside in New York. Together those three states account for nearly two-thirds of the entire Hispanic population on the U.S. mainland.
- Hispanics are also highly concentrated by subgroup, since 83% of the 8.7 million Hispanics of Mexican origin in the U.S. live in the five southwestern states

in 1980, while 49% of the 2.0 million Puerto Ricans on the mainland lived in New York, and 59% of the 803,000 Cubans counted in the 1980 census lived in Florida, principally in Miami.

- In 1982 the median income of Puerto Ricans was $11,148, the lowest among Hispanic families. The median for Chicanos and Cubans was $16,399 and $18,883 respectively. "Other Spanish Origin" has the highest income of the Hispanic groups with a median of $19,069 in 1982 as contrasted to the white median income of $23,907.

- 25% of Hispanic families have incomes below the poverty level in 1984.

- Families headed by a female householder with no husband present had the highest poverty rate of 38.7%, however the poverty ratios mounted to 70 and 80 percent for female-headed non-white families with several children. Puerto Rican and Black women are those most likely to be in that position; 35.2% of all Puerto Rican families and 37.7% of all Black families are headed by women with no husband present.

- Mexican-origin families are on the whole about 25% larger than "non-Spanish" families and one in five Chicano families consists of 6 or more persons. Chicano families average 4.07 persons per family, Puerto Rican families are the second largest with an average of 3.67; Cuban families average 3.58 persons; "other Spanish-origin" families average 3.37 persons; while "non-Spanish origin" families average only 3 persons.

- Although almost all Hispanics speak Spanish (with varying degrees of fluency), the 1980 Census shows that most Spanish-speaking families in the United States also speak English. Thus, Hispanics differ from other language minority groups in that, although they acquire English at about the same rate as other groups, a very high percentage also retain native language skills.

- In 1985, almost 18% of the Chicano population had completed less than five years of school, and thus was classified as functionally illiterate, while 12.8% of the Puerto Rican population, 6.1% of Blacks, 7.4% of Cubans and 7.2% of other Hispanics in the U.S. were also classified as functionally illiterate by that measure, in contrast with only 2.7% of whites.

- Only 58% of Hispanic twenty-five and twenty-nine year olds have completed high school, in comparison with 76.9% of Blacks and 87.0% of whites in that cohort. In

1980, 23.7% of the white twenty-five to twenty-nine year olds had graduated from college, while only 7.8% of Hispanics and 11.7% of Blacks had achieved that level of education.

- Those figures show that despite the progress made in the education of minorities in the last 50 years, Hispanics, particularly Chicanos and Puerto Ricans, still lag far behind in their access to education, and thus to many other institutions in U.S. society.

C. Educational Status

In 1984 nearly 9% or 3.6 million of the students enrolled in the nation's public elementary and secondary schools were Hispanic. Hispanics are overwhelmingly concentrated (90%) in the public school system. Hispanics also tend to be enrolled in segregated big-city schools and are currently the most segregated group in the country since 68% of Hispanic students attend predominantly minority schools. At present, in twenty-three of the twenty-five largest city school systems, minorities comprise 50% or more of enrollments, or eight out of ten students. Given current trends, by 1990, nine out of ten students in those schools will be minorities, thereby increasing the segregation of Hispanics and Blacks.

Hispanic youth also drop out of high school earlier and with much greater frequency than either white or Black youth. The 1984 Current Population Survey reported that by ages fourteen and fifteen, 5.1% of all Hispanics had dropped out of school. In 1984, only 85% of Hispanic sixteen and seventeen year olds were enrolled in school, compared with approximately 92% of Blacks and 91% of whites that age. And at ages eighteen and nineteen, only 39% of Hispanics (in contrast to 44% of Blacks and 50% of whites) were enrolled in school. The dropout figures for eighteen and nineteen year old Hispanics were almost 70% higher than those of Blacks and whites. Those figures all lead to the approximately 45% high school dropout rate mentioned previously.

The dropout rates are even higher for certain groups such as Hispanic women and non-metropolitan Hispanics. Of Hispanic sixteen to twenty-four year old females, 34.2% are high school dropouts. Of non-metropolitan fourteen to thirty-four year old Hispanics 44.8% have dropped out of high school, compared with 15.2% of white non-metropolitan persons. Chicanos and Puerto Ricans also have higher high school dropout rates than Cubans or other persons of Hispanic origin.

Moreover, Hispanics are more likely than members of other racial and ethnic groups to be enrolled below expected grade level; high school dropout rates are highest among those who are behind in school. In 1980, 9% of Chicano and 8% of Puerto Rican eight to thirteen year olds were enrolled 2 or more years below grade level. Those trends accelerate in secondary schools where 25% of Chicanos and 24% of Puerto Ricans are enrolled below grade level.

Educational tracking is another major problem affecting successful Hispanic primary and secondary education and the ability to succeed in college. Asians and whites are much more likely than Hispanics to be enrolled in gifted programs. Moreover, by senior year in high school, 73.8% of Hispanic youth have been enrolled in non college preparatory curricular programs. Of Hispanic high school seniors, 41.6% are enrolled in a general high school curriculum; another 31.5% are in occupational programs, with the majority taking courses in business or office skills. Only 26.9% of Hispanic high school seniors are in college preparatory tracks, as compared with 39.8% of whites, 33.0% of Blacks and 52.4% of Asians. It should be noted that the patterns do not necessarily reflect the choices of students. Counseling or "miscounseling" by teachers and high school guidance personnel is probably the most important factor in the steering of Hispanics into non-college preparatory curricula.

Not surprisingly, educational tracking of Hispanics is reflected in their reading, math, and Scholastic Aptitude Test (SAT) scores. In 1980, the mean score for Chicano and Puerto Ricans respectively on the SAT was 137 points and 168 points lower than the mean for whites. The Educational Testing Service (ETS) reports also show a direct correlation between income and the student's score. And although the SAT is commonly used as a measure of a student's college aptitude, research has shown that SAT and high school grades are less effective predictors by 10% of college grades for Hispanics than for whites. Researchers stress that scores should not be used as standards for evaluating a student's application, and that attention should be paid to the background characteristics such as the socioeconomic indicators which affect a student's education.

Background data reported by white non-Hispanic and Hispanic SAT test takers in 1980-81 show that while the average white SAT test taker reported that both parents had completed at least some college, the average Chicano and Puerto Rican test taker's parents had either barely finished or not completed high school. Moreover, the median income was lower for Hispanic students, the percent indicating English was not their first language was higher, the percent planning to request financial aid was higher and the number of dependents in the family was greater. Parental schooling, income, language proficiency and family size, then, should supercede test scores and grades and inform the evaluation of a student's aptitude for college. These are factors which would be taken into consideration during any admissions process.

Concerns over differences in socioeconomic background and educational preparation, as well as how those factors lead to underrepresentation of minorities in higher education, are considerations which fostered the establishment of educational equity/affirmative action programs in universities throughout the country. The concept of "diversity" affirmed in Bakke v. The Regents of the University of California confirmed the right of admissions officers to take those factors into consideration and to make decisions on the basis of factors other than "objective" criterion such as grades and scores. (This is a school practice which had long been in use in the admission of children of alumni and athletes.) Yet, in the long run merely taking those factors into account in the admissions process will not significantly improve Hispanics success in education. Students must also be provided with appropriate support and counseling services and be given the tools necessary to succeed in college. This must begin with improvement of high school education for minorities and for all children throughout the country. As the

Commission on Educational Excellence pointed out in A Nation at Risk, the teaching of the basics in school must be improved, expectations must be raised and resources devoted to elementary and secondary education must be increased if this country is to adequately prepare its young people to enter into society. The case of Hispanics dramatically illustrates the failure of the public school system -- almost half of all Hispanics never graduate, most are in non-college preparatory tracks, and many students lack exposure to the kinds of reading, writing, math and science skills which are necessary for success in college and the professions. Many Hispanics suffer from inadequate preparation due to the poor quality of their high schools and inequitable opportunities to learn what is measured on tests. Although affirmative action programs will continue to be necessary in the future to remedy the growing underrepresentation of Hispanics in higher education, the previous analysis demonstrates that their presence in those institutions will not be dramatically increased until the barriers to access stemming from inadequate high school preparation and other social factors are removed.

D. Hispanic Teachers

The numbers of Hispanic teachers available are very low and appear to be in danger of erosion in the coming years. The 1980 Elementary and Secondary Staff Information Survey (EEO-5) conducted by the Equal Employment Opportunity Commission shows that Hispanics comprised only 3.5% of "full-time employees" in the nation's public elementary and secondary schools.

- Hispanics made up 2.6% of all elementary school teachers.
- Hispanics made up 1.7% of secondary school teachers.
- Hispanics comprised only 2% of principals.
- Hispanics comprised only 2.5% of central office administrators.

Here in California, the 11,900 Hispanic elementary and secondary teachers in 1984-85 comprised less than 7% of the state teaching force.

- Of a statewide total of 5,960 school site principals, only 457 (7%) are Hispanics.
- Of a California total of 519 District Superintendants, only 20 are Hispanic.
- Of a total of 5,030 School Board members in California, only 276 are Hispanic.

Nearly 28% of all students enrolled in California public schools in 1984-85 were Hispanic (1,158,668 Hispanic students).

Comments by
Reynaldo F. Macias
on Hispanic Education and Language Issues
before the
U.S. House of Representatives
Committee on Education and Labor
Hearing on
Minority and Bilingual Education

0.0 Introduction

Good morning Mr. Chairman and members of the Committee. I would like to add my welcome to the City of Angels and my thanks for the opportunity to be able to share with you some information and concerns about the schooling of Chicanos, other Latinos and other minorities in California and the nation.

I would like to start off by merely stating what is becoming a frequently told fact. This is the 1986-1987 school year. If the current drop out statistics continue, 55% of the children entering school this year will graduate. Those that graduate will do so in the year 2000, entering the work world of the 21st century in their late teens. Ten and twenty years later they will be in middle age, when many in their generation will begin to make a difference in the leadership of our city, state and nation. That will be in 2020.

When we say, as teachers, as parents, as concerned individuals, that the children are our future, that they are the reason why we do what we do in the schools, I think its important to keep in mind the world they will live in. In California, that world will continue to be more like the rest of the entire world than the rest of the nation. It is with this in mind that we must consider the legislation before this Committee and this session of Congress.

1.0 Importance of language

Proficient language ability is important in public schooling--proficiency in speaking, understanding, reading and writing. Language proficiency tests, IQ tests, and aptitude tests very similar in their formats and its, as are the verbal or language portions of most standardized achievement tests. Many will argue that teaching and learning is basically a linguistic process. It involves communicating effectively between teacher, student, and parents.

There are at least two varieties or kinds or ways of speaking--social/conversational and academic. The second is what is valued by the school. It's often called cash English or standard English in the Black community. If students get nothing else, this is what they should learn. Not to substitute for the way they already speak, but to add to it.

Bilingual and non-English proficient students need the same language skills. Bilingual programs are designed to teach english, academic achievement and positive social adjustment.

World trade today and in the 21st century is increasingly multilingual--not to the exclusion of English, but to the addition of English. When you sell, you must speak the language of the buyer, and the U.S. is trying to sell more and more. There is no reason why our children shouldn't be fluent in English--the common language--Spanish, Chinese and Japanese, and other languages as well, for their individual benefit, as well as that of the nation.

Language issues in education cover all these areas when we speak of Latinos, and other minority groups as well. When we look at bilingual education, it must be in the context of the future, and in the context of the language needs of our society in that future.

2.0 Literacy

Literacy represents a unique position within the language issues of the school. It above all other language skills are the mark of achievement within the school. Reading and writing acquisition of Latinos is trailing behind that of Euro-Americans in the country. The Tomas River Center has been studying the extent of illiteracy and literacy within the various Latino communities and its social and economic consequences. I would like to share with you some of those preliminary findings. (see Figures 1-6)

3.0 English only lobbying--promotion of cultural paranoia

There have been several disturbing reports in the media over the last ten years involving the discrimination of English speakers and non-English speakers. English speakers in Miami have alleged discrimination from potential employers who hired bilinguals instead of monolingual English speakers for janitorial jobs. Non-English speakers have alleged discrimination from employers who issues English only speaking rules in the workplace, or from hospitals who could not provide adequate emergency room services to patients who spoke no English.

Advocates in the English only movement cite examples like these to promote the adoption of English as an official language. Having English as the official language will encourage the learning of English and then there will be a greater political unity amongst people in the nation is the argument.

In contrast, many civil rights advocates argue for the provision and availability of bilingual services in order that adequate services be provided everyone under the protection of the constitution, regardless of language abilities.

Drawing on international agreements and human rights covenants provide a different answer to the promotion of a uniform language policy in the U.S. Language is a critical factor, along with race, sex, national origin, age, and several others, for most of these international agreements. We currently have no similar legal protection in the country. Under our civil rights laws, the issue of language must first be tied to issues of race or ethnicity/national origin before it can be litigated.

These international laws allow for two principles which might serve us in domestic law. Each individual should have:

o the right to be free from discrimination based on language; and

o the right to access his/her own language, and that of the community, state, and nation.

The first principle extends our civil rights protections to include language, and unless the law is violated, does not inhibit nor mandate particular language behaviors. The second principle is a bit more complex in that we must, in each instance specify what the language is for the individual, state, and nation. In the absence of specific official languages, one can still argue for English as the state and national language--by default--since over 200 million persons in the nation are English monolinguals. The right of every individual to learn English should be supported by current English only advocates as well as civil rights advocates.

The specification of the community and individual language will need elaboration; but this is not insurmountable. Several government agencies presently have administrative formulas for providing language specific services for a good number of languages. The right of access can be developed so that it is staggered in stages, or levels, of learning, depending on the resources, and the number of claimants of a particular language. Whether or not one has access to literacy instruction in an otherwise non-written language could thus be decided. The degree of social promotion by the public sector can thus be regulated, while not violating the first principle.

The second principle could also be separated, with a sub-principle specifying the right to learn English, and a second sub-principle specifying the right to learn other languages. I am sure it is the second part of this principle which will continue to cause controversy, but it should not be a reason for throwing out the other principles.

We cannot as a state nor as a nation be blind to the rest of the world in our foreign policy, nor can we afford to be deaf and mute in a diverse, increasingly interconnected world. Nor can we tolerate discrimination amongst ourselves on the pretext of national unity. The founding "fathers" explicitly rejected the notion of an official language in order to include the various colonial populations in the new nation, and because they believed that national unity would be based on adherence to the same political ideals rather than cultural conformity. Our promotion should be of a common language, not an exclusively singular language. Our efforts in promoting a common national body politic should be inclusive, not exclusive.

These principles for a language policy based on equity rather than discrimination take us in the direction of constructing and directing a still unforlding experiment in democracy called the United States. As the country shifts its economy to the far west (Pacific Rim), our cultural visions must go beyond our narrowly perceived mono-geo-cultural shores, into the more diverse indigenous and immigrant roots which nourish and strengthen us yet.

4.0 Bilingual education

This Committee is considering the reauthorization of the Bilingual Education Act this year. I think that it's important that you know we appreciate the work that you are doing--in particular, the oversight and monitoring authority and function of the Committee. Generating independent authority in the field is another activity for which you must be commended, particularly when the Secretary of Education continues to distort the research evidence available on the effectiveness of bilingual instruction in helping students acquire English and achieve academically. Please, keep up oversight function.

I would also like to identify the General Accounting Office research evaluation on the position of the Education Department relative to the research evidence for the effectiveness of bilingual instruction. Although it is not in the usual vein of the GAO audits and evaluations, it is certainly a clear exposition of the politicized and biased nature of the Departments activities and evaluation of bilingual education research. If it has a shortcoming, it is not exploring a similar political bias in the Office of Educational Research and Improvement, as well as the Research Unit of the Office of Bilingual Education and Minority Languages Affairs.

The Committee is being asked by the Administration to consider removing the 4% cap on the Special Alternative Programs--those programs which can be carried out entirely in English--regardless of whether the students understand the language of instruction or not. The cap should not be removed. It provides a delicate compromise that allows school districts to apply for program funds to experiment with English only approaches to teaching language minority students. The bias of the Dept. would be to fund ONLY English language instructional programs, to the exclusion of the other programs, despite their own research, indicating greater success in bilingual programs.

The bias of the Department has also been reflected in the implementation of the Higher Education Fellowship Programs. The 1984 amendments required the funding of 500 fellowships the first year. The Department complied for the first year and has held no competition for new fellowships since then. This section of the law should require a minimum number of these fellowships for both the Masters degree as well as the doctorate, for each of the years it is authorized.

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Table 1
California state projections by ethnicity and race, 1980 to 2000
(in millions)

Ethicity/Race	1980	1990	2000
Latinos	4.56 (19.2%)	6.49 (23.2%)	8.36 (26.6%)
Asians and others	1.58 (6.6%)	2.7 (9.6%)	3.7 (11.8%)
Blacks	1.79 (7.5%)	2.16 (7.7%)	2.49 (7.9%)
Whites	15.8 (66.4%)	16.6 (59.3%)	16.8 (53.5%)
Total state	23.8	28	31.4

Source: California State Population Research Unit, "Projected Total Population for California by Race/ethnicity, July 1, 1980 to July 1, 2020," Sacramento, CA: Dept. of Finance, February 1986.

Table 2
Population, nativity and Non-English language spoken in the home characteristics for selected municipalities in Los Angeles County

	Total Pop	% Foreign Born (5 yrs & older)	% NELS
Los Angeles-Long Beach	7,477,503	22.3%	31.4%
Alhambra City	64,615	27.8	44.1
Baldwin Park City	50,554	25.0	49.7
Beverly Hills City	32,367	26.5	24.8
Burbank	84,625	17.4	20.8
Compton City	81,286	13.5	21.4
East Los Angeles (CDP)	110,017	45.2	85.5
Gardena City	45,165	19.7	30.6
Glendale City	139,060	26.4	29.6
Huntington Park City	46,223	52.8	77.6
Lakewood City	74,654	8.0	11.5
Los Angeles City	2,966,850	27.1	35.1
Lynwood City	48,548	25.0	41.0
Montebello City	52,929	30.1	61.0
Monterey Park City	54,338	31.2	55.6
Santa Fe Springs City	14,520	16.1	43.0
Santa Monica City	88,314	21.9	22.3

Source: U.S. Bureau of the Census, 1980 Census--General Social and Economic Characteristics, Vol. 1, Chapter C, Part 6 (California), Table 56.

Table 3
Language Characteristics of the Los Angeles County population
by age, Spring 1980

	5-17 years	18+ years	Total 5+ years
Total population	1,476,118	5,449,516	6,925,634
English only spoken at home	978,616	3,773,543	4,752,159
Non-English languages	497,502	1,675,973	2,173,475
Chinese	15,373	62,760	78,133
French	4,167	33,462	37,629
German	4,441	43,417	47,858
Italian	2,848	33,220	36,068
Philippine languages	9,778	59,083	68,861
Spanish	399,780	1,117,366	1,517,146

Source: U.S. Bureau of the Census, 1980 Census--General Social and Economic Characteristics, Vol. 1, Chapter C, Part 6 (California), Table 11c.

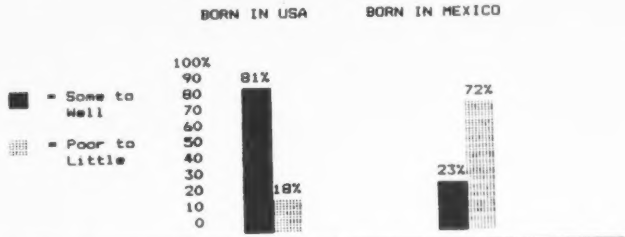
Table 4
Projections of the California Limited English Proficient Population, 5 to 14 years old, from 1976 to 2000
(in thousands)

Language	Projection Years					
	1976	1980	1985	1990	1995	2000
Non-Spanish	104.8	95.1	93.8	104.0	115.4	116.9
Spanish	505.1	485.5	513.0	608.9	723.6	785.6
Total LEP	609.9	580.6	606.8	712.9	839.0	902.5
Asian Origin	45.7	41.5	40.9	45.4	50.4	51.0
Non-Spanish/ Non-Asian	59.1	53.6	52.9	58.6	65.1	65.9

Source: Data from InterAmerica Research Associates, *Contractor Report: Projections of the Numbers of Limited English Proficient Population to the Year 2000*, Rosslyn, VA: InterAmerica Research Associates, 1981.

Figure 1

ENGLISH READING ABILITY BY NATIVITY



(Some of the totals are slightly below 100% due to rounding off and a small amount of missing data.)

Figure 2

SPANISH READING ABILITY BY NATIONAL ORIGIN

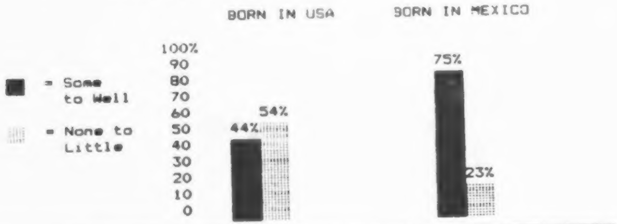


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Figure 3 ENGLISH WRITING ABILITY BY NATIVITY

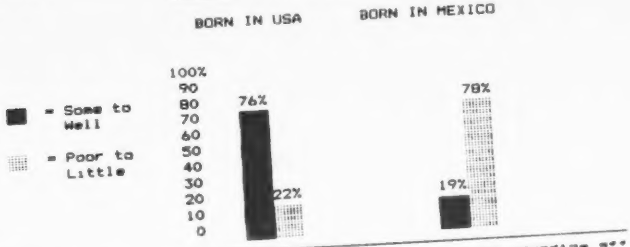

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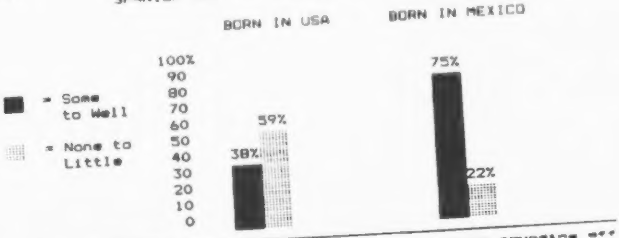
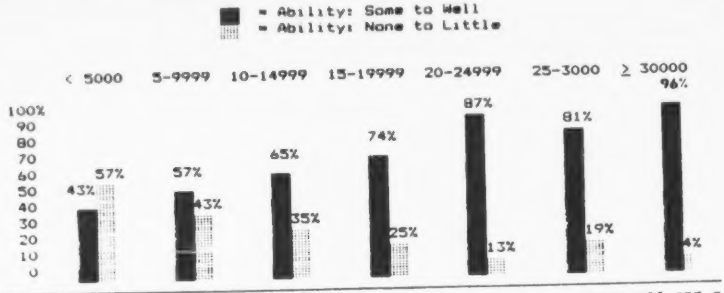
Figure 4 SPANISH WRITING ABILITY BY NATIONAL ORIGIN



(Some of the totals are slightly below 100% due to rounding off and a small amount of missing data.)

Figure 20

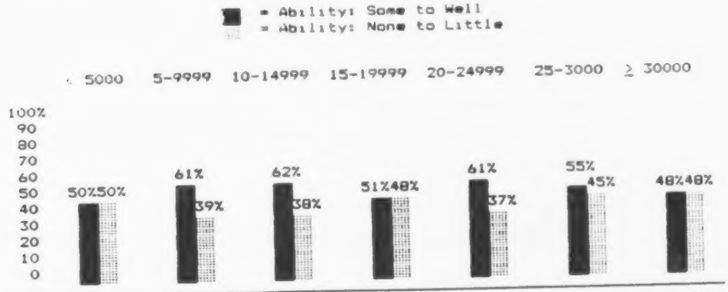
INCOME BY READING ABILITY IN ENGLISH



(Some of the totals are slightly below 100% due to rounding off and a small amount of missing data.)

Figure 21

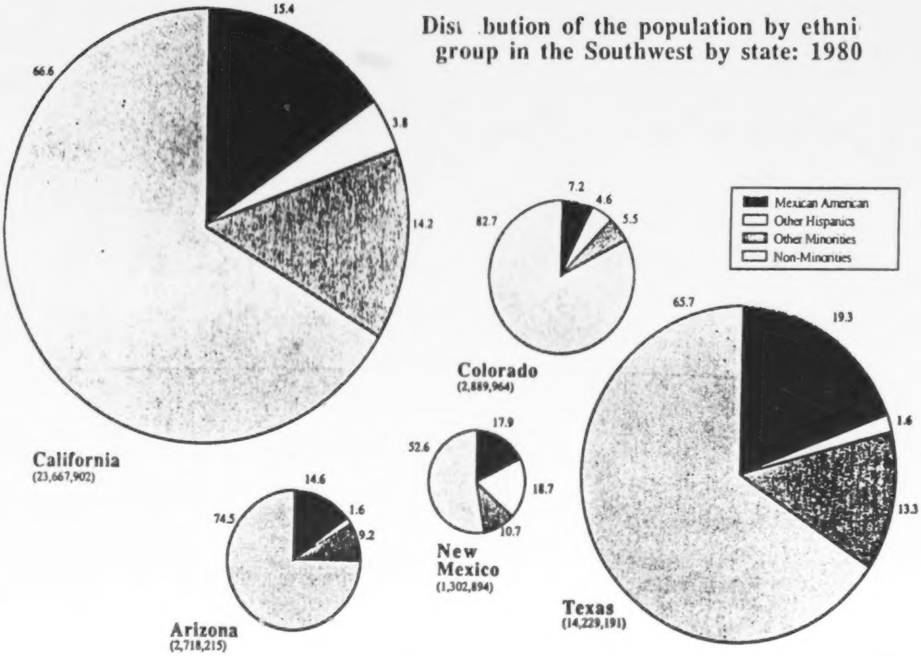
INCOME BY READING ABILITY IN SPANISH



(Some of the totals are slightly below 100% due to rounding off and a small amount of missing data.)

III. Selected statistics

Distribution of the population by ethnic group in the Southwest by state: 1980



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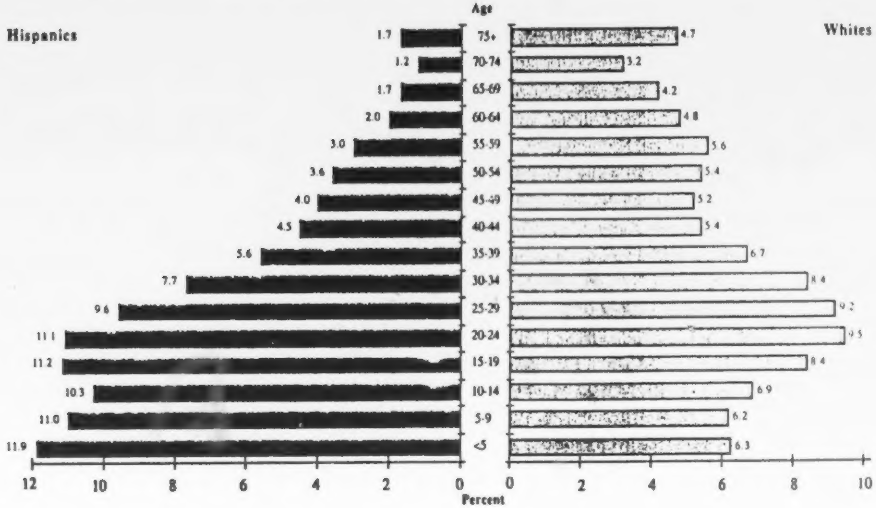
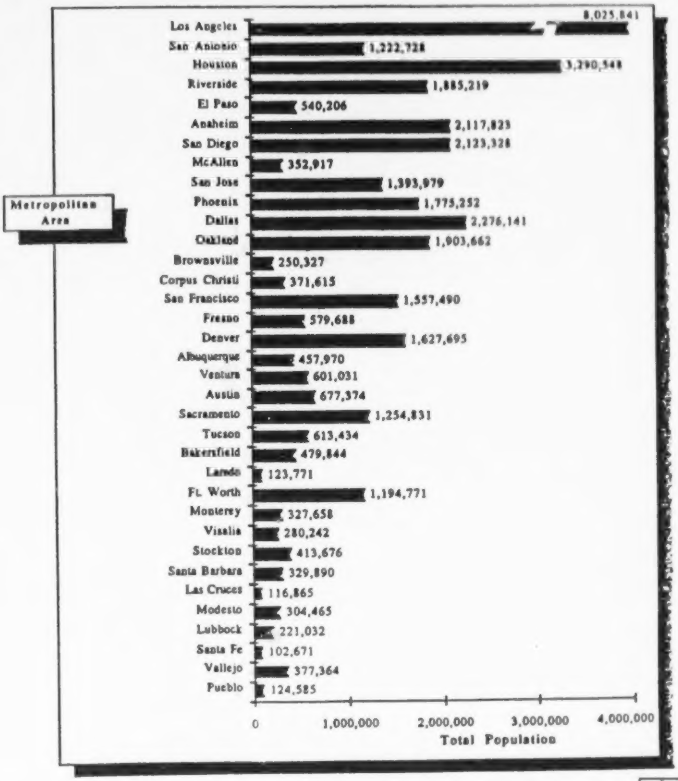
Age distribution of Hispanics and Whites in the Southwest region: 1984



Population in Southwest metropolitan areas with large Hispanic populations: October 1985



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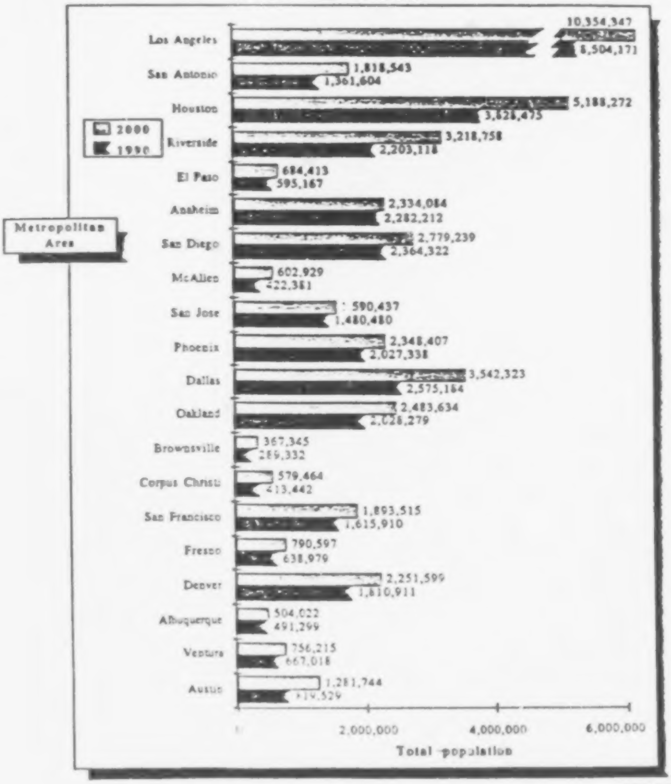
Population estimates for Southwest metropolitan areas with large Hispanic populations: 1990 & 2000



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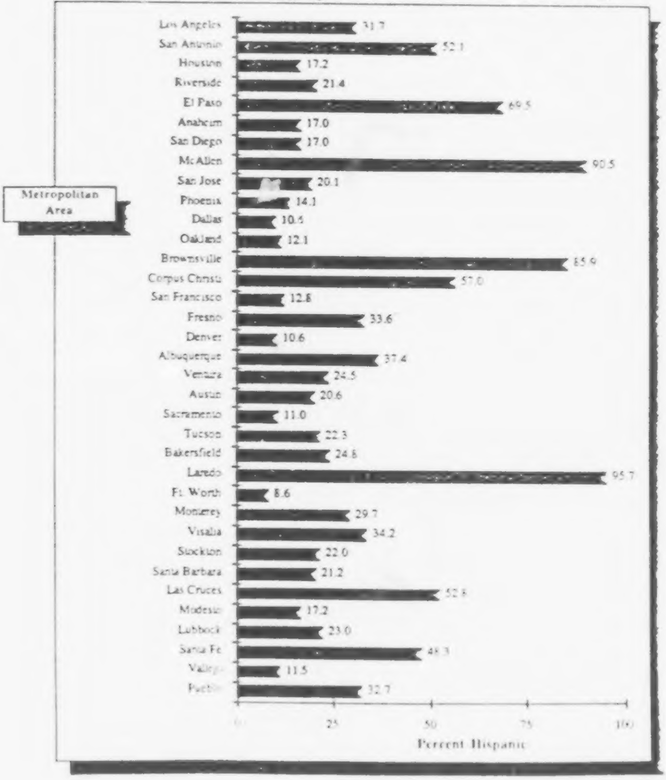
Hispanic population as percentage of total in Southwest metropolitan areas with large Hispanic populations: October 1985



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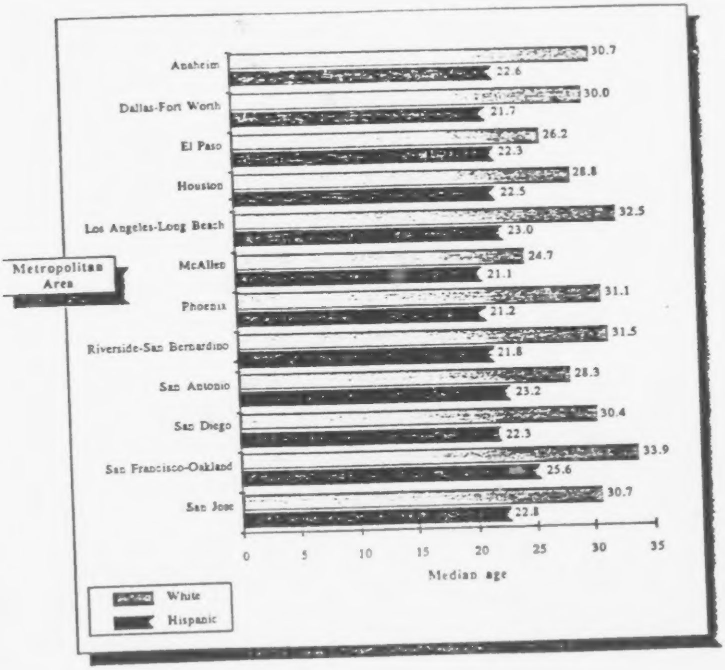
Median age of Hispanics and whites in selected metropolitan areas of the Southwest: 1980



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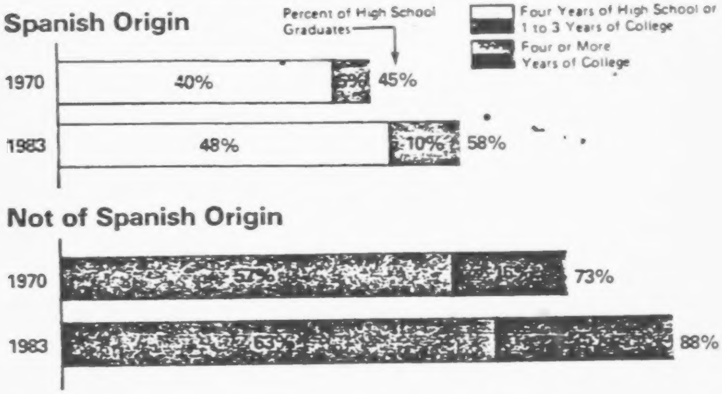
Educational Attainment

(Persons 25 to 34 Years Old)



Base – Total persons of Spanish origin or not of Spanish origin 25 to 34 years old.

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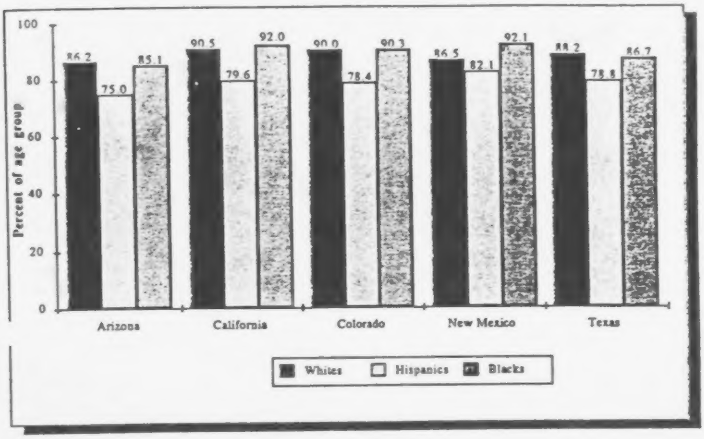
16-17 year old Hispanics, non-Hispanic whites, and non-Hispanic blacks enrolled in school for the Southwest by state: 1980



Percent of Age Cohorts Enrolled in School: 1980

	Age Groups	State	Anglo	Black	Total Hispanic
ARIZONA	3-4	30.1	32.4	42.2	22.6
	5-6	86.3	86.5	90.3	85.4
	7-15	97.6	98.4	98.0	97.0
	16-17	82.7	86.2	85.1	75.0
	18-19	48.4	51.3	46.7	38.9
CALIFORNIA	3-4	40.9	47.3	49.5	28.2
	5-6	90.2	91.7	91.6	87.3
	7-15	98.4	98.9	98.2	97.4
	16-17	88.2	90.5	92.0	79.6
	18-19	50.5	52.6	52.5	39.1
COLORADO	3-4	33.7	34.7	42.1	27.0
	5-6	85.3	85.0	88.4	85.9
	7-15	98.8	99.0	97.8	98.2
	16-17	88.0	90.0	90.3	78.4
	18-19	51.7	53.9	47.9	39.0
FLORIDA	3-4	44.7	44.1	47.5	42.8
	5-6	91.5	91.7	90.9	91.4
	7-15	98.2	98.6	97.3	97.6
	16-17	83.9	83.6	85.0	84.1
	18-19	46.7	45.7	44.8	56.3
ILLINOIS	3-4	35.1	34.8	41.0	24.2
	5-6	89.7	90.0	90.9	85.7
	7-15	98.7	99.1	97.7	97.3
	16-17	89.2	90.8	87.2	75.0
	18-19	51.5	52.6	50.5	38.8
NEW JERSEY	3-4	41.1	41.9	45.0	28.8
	5-6	91.2	91.4	91.5	89.0
	7-15	98.8	99.2	97.7	97.7
	16-17	91.2	92.8	87.1	82.9
	18-19	55.3	57.0	48.9	40.8
NEW MEXICO	3-4	22.5	27.6	26.4	15.6
	5-6	78.9	79.9	78.3	77.8
	7-15	96.8	97.7	99.6	97.2
	16-17	83.0	86.5	92.1	82.1
	18-19	43.5	48.0	57.4	39.0
NEW YORK	3-4	36.2	37.9	39.6	23.9
	5-6	90.5	91.8	88.6	86.4
	7-15	98.7	99.1	97.8	98.0
	16-17	90.7	92.4	88.6	82.5
	18-19	61.0	62.7	58.2	50.5
TEXAS	3-4	31.6	36.2	36.6	21.1
	5-6	81.1	82.5	82.3	78.1
	7-15	98.1	98.7	97.4	97.1
	16-17	85.6	88.2	86.7	78.8
	18-19	50.5	52.9	49.4	45.0

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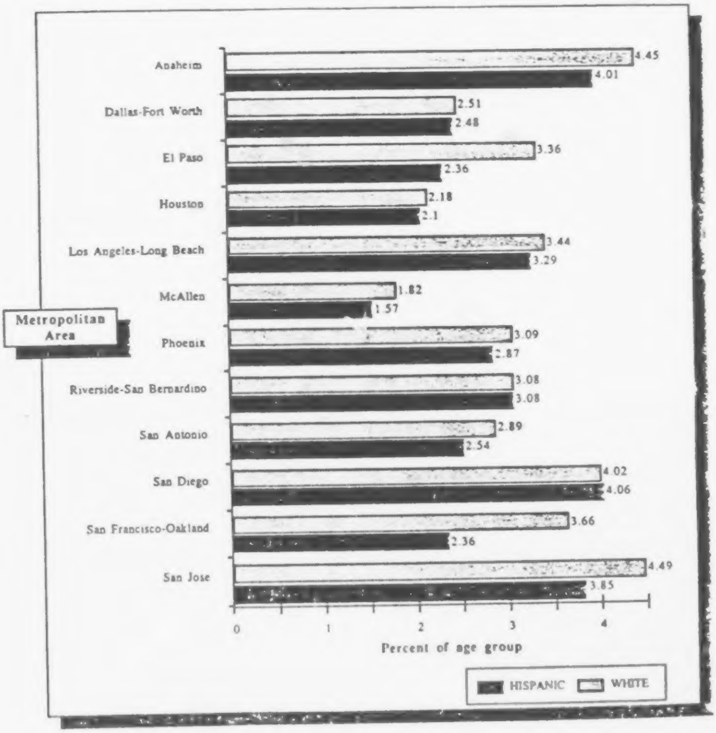
35 and older Hispanics and non-Hispanic whites enrolled in school for selected metropolitan areas of the Southwest: 1980



Education Attainment by Subgroups
in Selected States: 1980

STATES	Total Population	Anglo	Total Hispanic	Mexican American	Puerto Rican	Cuban
AZ % HS GRAD	72.4	78.4	44.0	41.7	70.2	74.1
Median Yrs.	12.7	12.8	10.7	10.3	12.6	14.5
CA % HS	73.5	79.7	43.6	38.1	56.7	61.5
Median Yrs.	12.7	12.9	10.8	9.8	12.2	12.4
COL %HS	78.6	82.1	48.6	46.6	79.5	84.2
Median Yrs.	12.8	12.9	11.8	11.4	12.8	14.1
FL %HS	66.7	70.7	54.2	35.2	53.7	53.0
Median Yrs.	12.5	12.6	12.2	9.0	12.1	12.1
ILL % HS	66.5	69.5	36.7	31.1	32.6	57.0
Median Yrs.	12.5	12.5	9.5	8.7	9.5	12.3
NJ % HS	67.4	69.9	44.5	52.6	35.7	47.2
Median Yrs.	12.5	12.5	10.8	12.1	9.7	10.9
NM % HS	68.9	80.6	50.6	46.4	74.1	89.5
Median Yrs.	12.6	12.9	12.0	11.3	12.8	14.6
NY % HS	66.3	69.8	42.0	51.1	36.9	53.5
Median Yrs.	12.5	12.6	10.7	12.0	10.1	12.1
TX % HS	62.6	70.1	35.5	33.4	76.1	75.6
Median Yrs.	12.4	12.7	8.8	8.5	12.8	12.9

Source: Current Population Survey.
Bureau of the Census, 1980.

Percent Age 18 to 24 Enrollment in Higher Education by Race/Ethnicity: 1978-1984

A. Current Population Survey

	1978	1980	1982	1984
Total	25.30	25.69	26.12	26.73
Black	20.03	19.40	19.72	20.18
Hispanic	15.18	16.06	16.75	17.97
White	26.50	27.30	27.48	28.46

B. HEGIS (in thousands)

	1978	1980	1982	1984
Total	11,231	12,087	12,388	12,162
Black	1,054	1,107	1,101	1,070
Hispanic	417	472	519	529
White	9,194	9,833	9,997	9,767

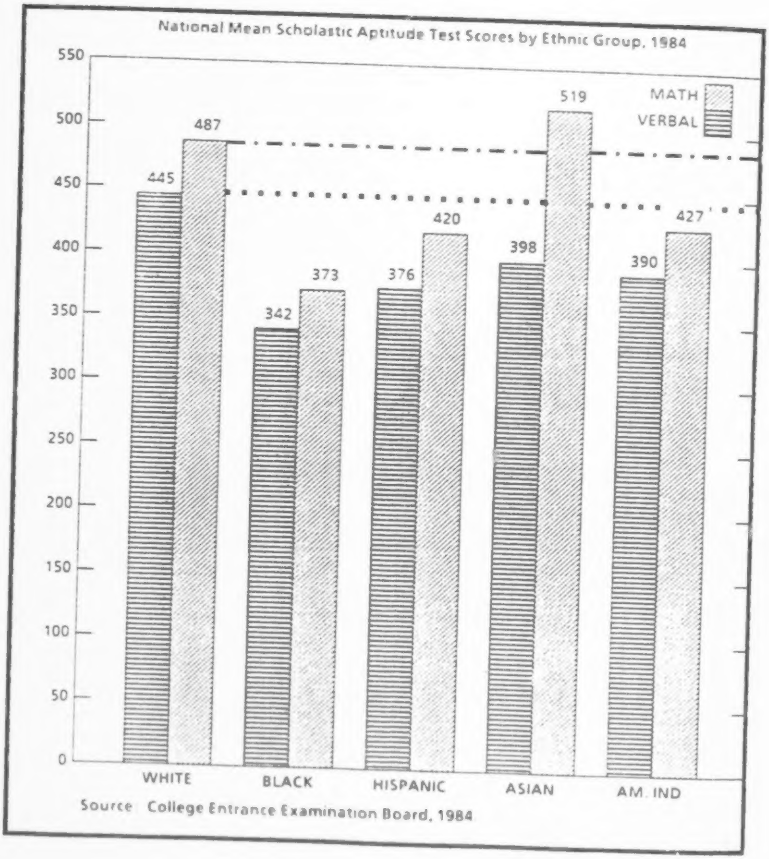
SOURCE: October Current Population Surveys (computer tapes); U.S. Department of Education, Center for Statistics, "Fall Enrollment in Colleges and Universities" Surveys.

Hispanic Enrollment in Higher Education
Top Ten States: 1976 to 1984

State	1976		1978		1980
California	144,413	California	147,986	California	167,677
Texas	71,538	Texas	78,510	Texas	85,551
New York	42,973	New York	46,936	New York	53,777
Florida	19,739	Florida	26,767	Florida	32,290
Arizona	14,080	Arizona	15,465	Illinois	15,727
New Mexico	12,869	Illinois	13,909	Arizona	15,137
Illinois	12,646	New Mexico	13,277	New Mexico	14,236
New Jersey	9,637	New Jersey	11,317	New Jersey	13,750
Colorado	8,995	Colorado	8,981	Colorado	9,078
Pennsylvania	5,117	Michigan	6,221	Michigan	6,193
Total U.S. Hispanic	383,921	Total U.S. Hispanic	416,496	Total U.S. Hispanic	471,131

	1982		1984
California	185,412	California	158,423
Texas	90,095	Texas	104,017
New York	57,720	New York	60,906
Florida	40,983	Florida	43,582
Illinois	18,708	Illinois	20,069
Arizona	16,991	Arizona	18,028
New Jersey	15,542	New Jersey	16,773
New Mexico	15,286	New Mexico	16,502
Colorado	9,487	Colorado	8,734
Massachusetts	7,133	Massachusetts	7,564
Total U.S. Hispanic	518,599	Total U.S. Hispanic	502,482

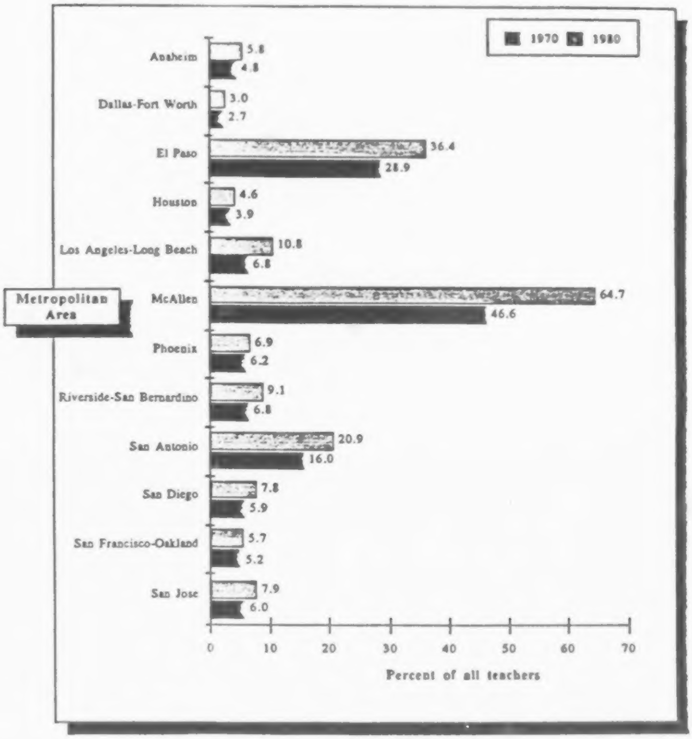
SOURCE: U.S. Department of Education, Center for Statistics, Official Fall Enrollment (computer tapes). Data for 50 states and Washington, D.C.



National Mean Scholastic Aptitude Test Scores by Ethnic Group, 1984

Source: College Entrance Examination Board, 1984

Representation of Hispanics among teachers[15] for selected metropolitan areas: 1970 & 1980



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Totals and Percentages for Teachers of California Public Schools by Race Comparing 1967, 1977, 1979, 1985[16]

assroom Teachers	Anglo	Black	Hispanic	Total
1967 Totals (Percent)	163,523 (90.9)	8,137 (4.5)	4,189 (2.3)	179,852 (100)
1977 Totals (Percent)	146,195 (85.6)	9,645 (5.6)	8,227 (4.8)	170,709 (100)
1979 Totals (Percent)	139,813 (84.0)	10,367 (6.2)	9,205 (5.5)	166,440 (100)
1985 Totals* (Percent)	152,122 (82.2)	11,840 (6.4)	11,929 (6.4)	185,022 (100)

This table was adapted from Foote, et. al., 1978, Table 15, page 35 and California State Department of Education, 1979. (Figures in parentheses are percentages.) 1985 Data taken from CBEDS data base.

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[16] Taken from Richards, Employment Reform or Pupil Control?: Desegregation, Bilingualism and Hispanic Staffing in the California Public Schools, IFG, April 1982, p. 7.

CBEST Pass Rates by Race

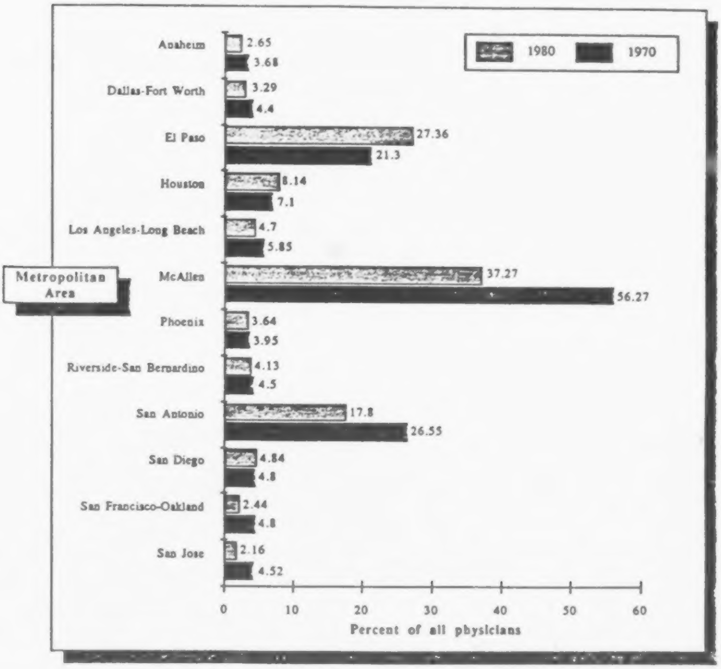
(N=23,023)

Whites	76%
American Indians	72%
Asian Americans	53%
Hispanics	40%
Mexican Americans	36%
Blacks	25%

Source: Policy Analysis for California Education (PACE), Conditions of Education in California, April 1984.

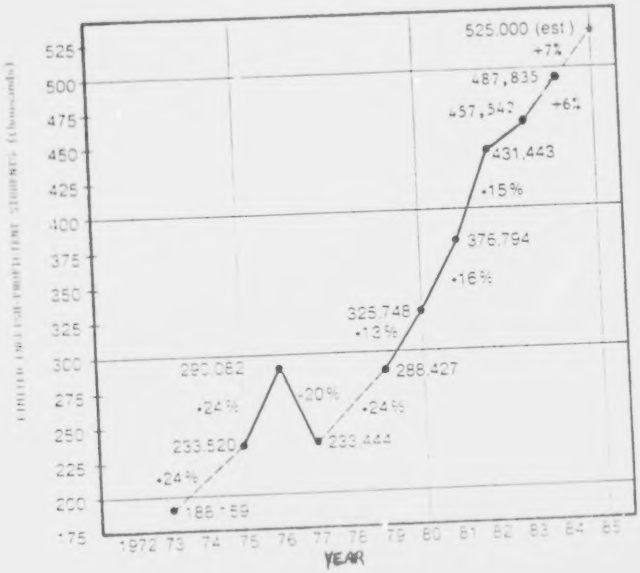
17

Representation of Hispanics among physicians for selected metropolitan areas of the Southwest: 1970 & 1980



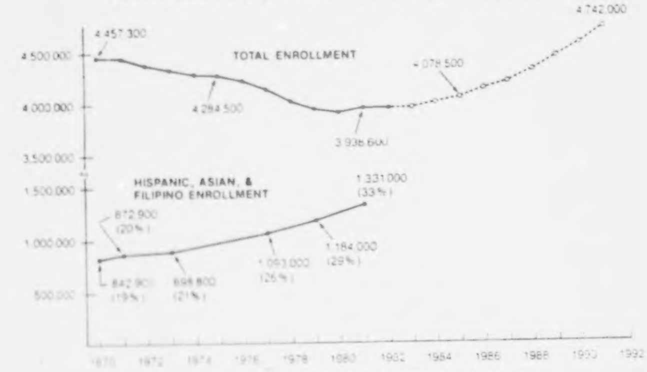
THE TOMÁS RIVERA CENTER
A National Institute for Policy Studies

Numbers of Limited-English-Proficient Students in California's Public Schools, 1973 to 1984



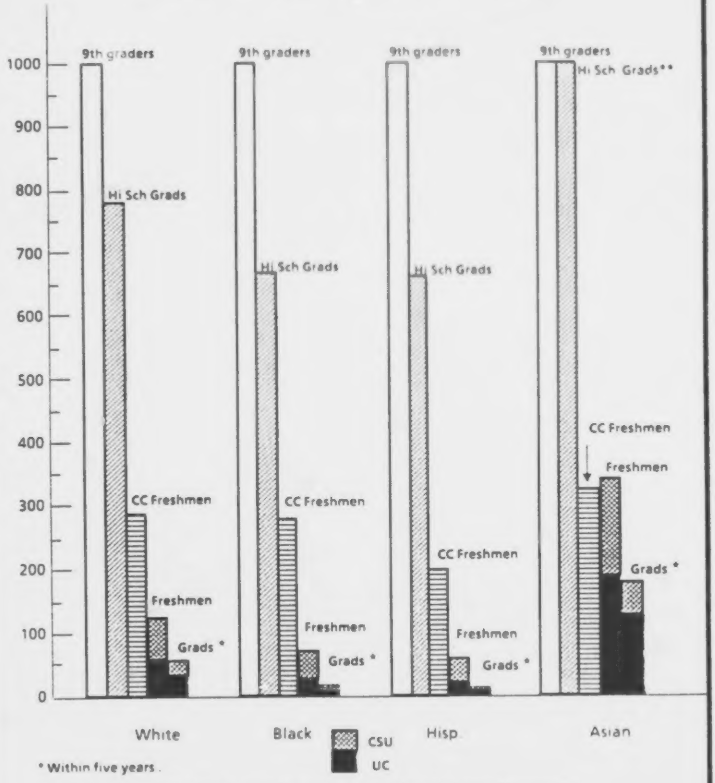
Source: California State Department of Education

California Public School Enrollments, 1970 to 1991



Sources: Historical data, California State Department of Education
Projections, California Department of Finance

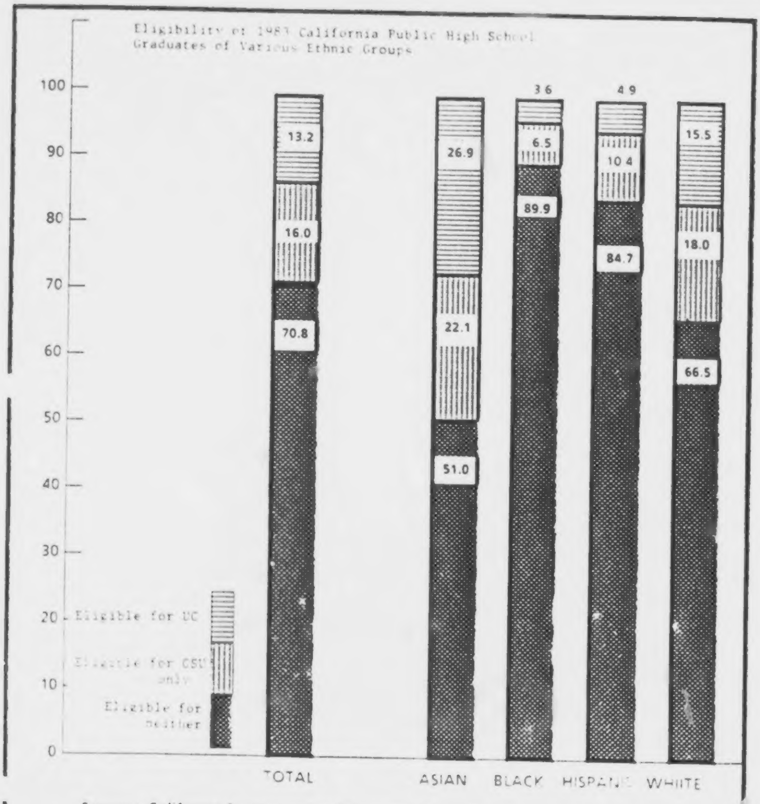
Retention Rates of Ninth-Grade California Students Through the Bachelor's Degree, by Major Ethnic Group



* Within five years.

** High School retention rate of Asian Students is masked by a high rate pf inmigration.

Source: California Postsecondary Education Commission staff analysis.

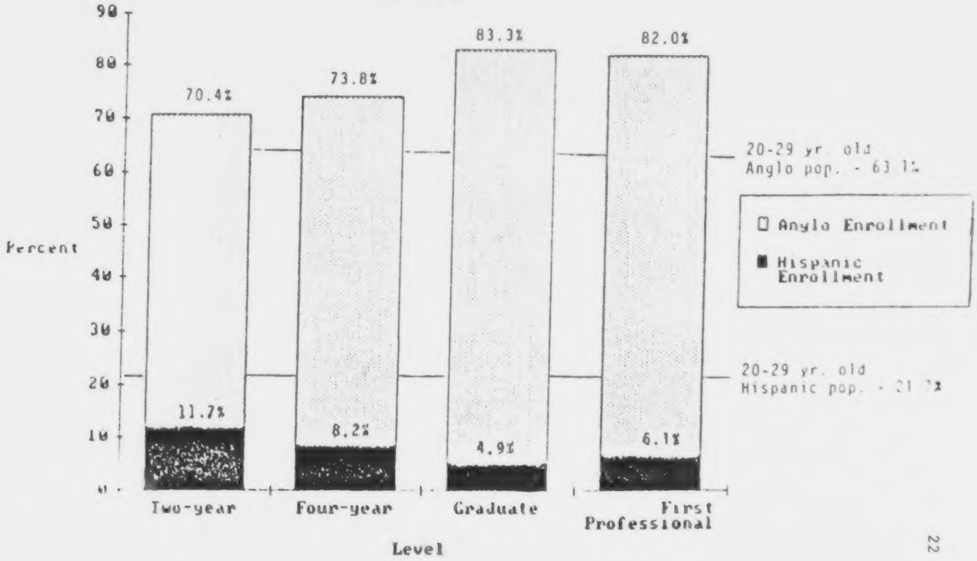


Eligibility of 1983 California Public High School Graduates of Various Ethnic Groups

Source: California Postseconday Education Commission

Hispanic and Anglo Postsecondary Enrollment Compared with Representation in the Population: 1980

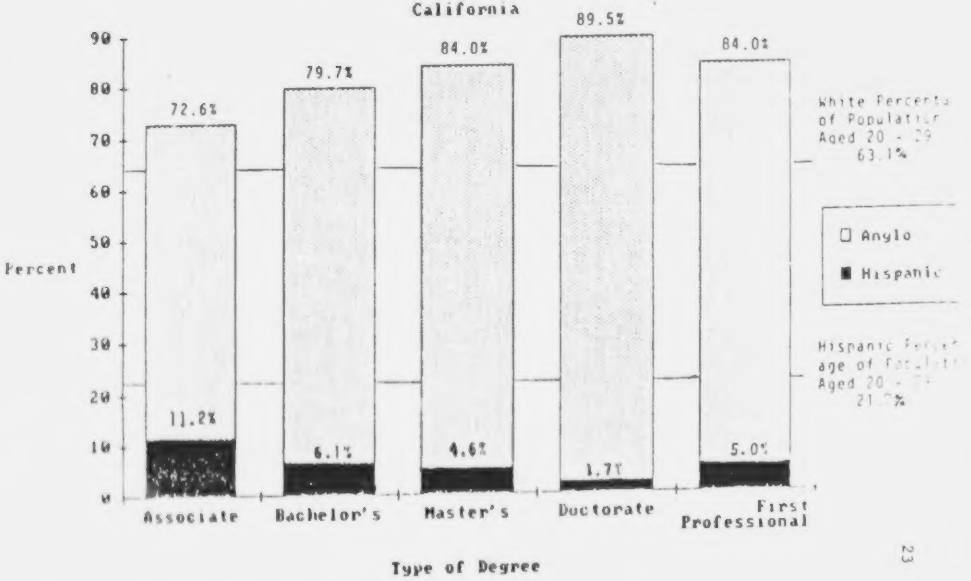
California



Source: The College Board.
Western Interstate Commission for Higher Education.
Minorities in Education: The Changing Southwest - California.

Degrees Earned by Hispanics and Anglos Compared with Representation in the Population: 1980

California



Source: The College Board.
Western Interstate Commission for Higher Education.
Hispanics in Education: The Changing Southwest - California.

STATEMENT OF JUAN HURTADO, ASSOCIATE DIRECTOR, NATIONAL ORIGIN DESEGREGATION CENTER, SAN DIEGO STATE UNIVERSITY, SAN DIEGO, CA

Mr. HURTADO. Thank you very much for inviting me to participate in this joint hearing. I represent San Diego State University, the National Origin Desegregation Assistance Center. There are nine centers in the nation.

Our area covers Southern California which is about 25 percent of the national origin and minority population in the nation. I would like to focus in on the at risk, the high risk, or the dropout problem in California and the nation.

First, I would like to begin by giving an overview of the works that we are engaging in this major problem. Even as I speak to you when I use terms like at risk, high risk, dropout, it is a problem that compounds the field because as we talk of statistics, as we talk of racial, each district here in California might have a different definition.

But we have a broad definition, or a narrow definition, we can politicize the term of dropouts. Some districts might want to have ten percent dropout, when in effect they might have 80 percent. We can generally say that the problem is very severe. We have begun our work by number one, is done extensive work of review of the literature on the at risk, the dropout problem. It is basically saying four things.

One, blaming the student; two, blaming the background of the student; three, blaming the parents. But there is little research that is focusing on accountability of looking and empowering the school, empowering the teacher, empowering the student, and so that—we are doing that—that is one of the first things that we are doing.

Number two is we are looking at identifying exemplary programs, exemplary practices. We believe that we have researched the problem. We have studied it to death with districts and school districts are looking now is what is working, what is effective.

And so we currently have identified about 25 exemplary programs in Southern California. We are now going into the field. We are going to send key people to see what are the commonalities, what are those characteristics that make for exemplary programs for dropout prevention.

Number three is that we are continuing research on underachievement. One of the areas that we like to focus on is early childhood development, the role of the parent, and looking at the K-3 practices. We believe that true prevention, the foundation for effective intervention is even pre-school K-3 area.

What I would like to do now is give a formal aspect of this presentation and read some of the publications we gave you. You have before you a major publication that Dr. Alberto Choa, Dr. Rubin Espinoza, Ms. Jill Sagman and myself have just completed, published.

You have before you empowerment, the empowerment of all students, the framework for the prevention of dropouts. That has cost us about two years of our work, and about ten years of experience with the area of underachievement for Hispanics and Blacks.

So that is for you to consider as you consider programs for the at risk or the dropout student. Also, we have given you a 20 page, sort of like a presentation for this hearing.

What I would like to do now is call your attention to certain facts of that 20-page presentation that I have given you. Yes, if you can turn to page 1. We begin with a quotation by Los Angeles Unified School District. They have done a major study on dropouts.

And we begin with a quotation there that goes as follows. Without a diploma or a marketable skill, the dropout faces unemployment or a low-paying blue collar job together with the feelings of inferiority and alienation. The costs of quitting school are obviously high for the dropout, but they are also high for society which must bear the financial brunt of the dropouts' inability to hold a job.

Considering the tragic circumstances of dropping out, preventative action within the schools is not only desirable but essential. Then I would like to focus on the complexity of the problem. The problem of school dropouts is a new, complex and a most difficult challenge because it involves the home, the student, and organizational factors which have a direct and indirect impact on the root causes of the dropout problem.

Unfortunately, the focus of a number of major research studies that seek to address the dropout issue are narrow and based on the deficit model that tends to blame the student, to blame the family and blame the social-cultural background of the student ignoring organizational and structural school-related variables and conditions.

Compounding the problem is the fact that the largest percentage of students who leave before graduation are Hispanics and Blacks. Our research studies find underachievement in the areas of reading and math where 80 percent of these students are detected as early as the third grade.

These achievement results have powerful implications regarding when the dropout problem begins and for possible solutions. Our research has begun to examine policy issues and institutional and organizational conditions affecting dropouts. For example, with respect to school size, our research results suggest that elementary schools that are over 650 tend to be ethnically impacted, have minimum base funds and have large categorical programs and fundings that have a negative bearing on student learning and motivation.

The results raise serious concerns about the direction being taken by institutions to develop effective programs for addressing the educational need of high risk students. These concerns as well as other research findings have prompted us to testify at this hearing.

I would like to focus now on Dr. Espinoza's findings on resource allocations. It is only one page, so it will take about three minutes. I would like to share his findings and they are called, the four major myths.

The first myth. Education as a great equalizer for Hispanic students is not true and is a myth. Hispanic students in general attend schools that are too big, unfair levels of resources and have low levels of academic standards.

Second myth. Poverty of Hispanic children and low level of parent interest and education of the parents in education is the cause of low achievement is a myth. The results of the present study show that poverty does not account for all of the low achievement of Hispanics. In fact, there are many factors outside of the control of the Hispanic family that negatively influence the achievement of Hispanic children.

The third myth is that Hispanic students have access to the same quality of education as white students. The research results show that there are vast and dramatic differences in the access to the quality of education between Hispanics and white students.

Policy leaders and administrators do not understand the problems so that they do not have a clear idea of changes that need to be made is a myth. The situation is that present educational studies and literature show that educational and policy leaders are aware of the problems of access to quality schools and unfair practices.

And the most interesting question is, that remains is why they are not doing anything.

Okay. Moving very quickly, I would like to—if you could look at that 20 page presentation that I give you and turn to page number 4, very quickly. It gives you the stages, and I would say that where one of the few researches that is focused on the process by which the steps that a student becomes a dropout.

It is like take a marriage that becomes a divorce or a broken marriage. What are the steps by which it began as a loving union and broke in anger and frustration and disgust. And so we take like the five stages of the broken marriage between the child, the school and the teacher, the contract, and ends up with a dramatic leaving before graduation. The five stages.

The **Chairman**. Dr. Hurtado, we will have an opportunity to read this, but in order that we do not overlook focusing on solutions, you began by advocating that some studies were being made to identify exemplary programs.

Have any been identified, or do you know of any such programs in operation either in this or in any other state? That we could identify and in some way analyze as to why those programs have succeeded and in some way then incorporate in the pending bill in Congress something that may then get to the real source of the problem and try to duplicate what has proved to be successful.

Mr. **Hurtado**. Yes. But even the question you asked me is there are many programs out there and they are limited in scope. But what we have here, like in the case of the elementary. We believe that the true effective—the interventions are at the K-3 level because at the high school it is too late.

We have research that is——

The **Chairman**. Well, let us concentrate on that then for a second. Do you know of any programs at that level in actual operation.

Mr. **Hurtado**. Yes, we have identified them.

The **Chairman**. We have been talking about this problem ever since I have been in Congress and yet the dropout rate seems to be about the same. In the school that I graduated from, Jefferson High School, I understand that it is above 60 percent now.

And it is embarrassing to me to represent an area to have graduated from a school that has such a pathetic record. Now, I am not blaming the school, but if there is some way that we could through the bills that are now pending say that we did something about it, it would not only be an advantage to the students and to society, but it also would be personally satisfying to those of us who now have that opportunity.

And so that is why I would like to try to see if we can't get something tangible that we can really deal with.

Mr. HURTADO. We will send you the list of those schools that we have identified, we are in the process of writing it in a descriptive way to find the commonalities.

One of the things that comes out is the leadership. Second, is the committed teachers. The high expectations of the teachers. Parent involvement. The resources are also that of the community, the business community getting involved. So there is already—we have this and we will put it in writing. We will send you the list of those schools that not only have holding power, but they are also preparing the kids as was mentioned here to go to college.

It is not enough to hold them in school, but that they have quality programs.

The CHAIRMAN. Well, certainly, if we get such a list, if we look at it and we agree with you in describing those programs as successful.

Let me ask you this, why is it that other schools are not doing the same thing, why is it that the Board of Education, why is it that the Department of Education and some of the other entities charged with the responsibility of providing technical assistance and in many instances some financing, why is it that they are not encouraging the replication of such successful programs?

Mr. HURTADO. The problem is that because it is so overwhelming and so devastating to them that they would not have the resources to meet them. The pressure is right now on reform. The pressures of the teachers that they do not have the resources.

So what is happening now as was indicated in our report, they have right now findings that these kids are signaling we need help as early as the third grade. But they are laying it aside hoping that in the junior high and the senior high that it will take care of itself. But it is being exasperated.

So the answer is it is overwhelming, and they do not have the expertise or the—how to handle it. And so we are presenting not only as I indicated on page number 4, but for your consideration, we are looking at a dropout prevention action plan. So not only do we look at how the process begins, but on page 13, we are suggesting to districts, there it is after four years of looking at a comprehensive dropout prevention action plan, we have suggested twelve steps that districts can take for a true prevention.

Time will not allow me to describe it in detail, but it is in the narrative and it is in the manual. There it is. Dropout prevention. They are afraid to tackle it because it is overwhelming, but there it is.

The CHAIRMAN. It is going to become worse, and it is going to become impossible, if we wait another decade before we begin to really deal with the problem. And this is not by way of criticism of the witnesses. I don't want you to interpret it that way.

But we are trying to take advantage of your expertise to give us some suggestion what it is we should be doing, and we have got to be doing it within the next several weeks because by next month we will have reported out of the committee that Mr. Martinez and I sit on the bill.

And if we don't take advantage of this opportunity, we will have lost it.

Mr. **Hurtado**. Okay. It is for districts to begin with small steps but with big goals. It is like a school within a school to select—there are many teachers and principals that want to, but the structures in a way hold them in chains, the regulations. But there are like here in the school that you mentioned. You have a dynamic principal that with selected staff they could have a school within a school to immediately begin.

You could have selected schools so that not that twenty schools in the districts move, but you have model exemplary programs that begin to in a way give assurance to the other teachers, to the other principals, that it can be done. Because we had those programs within the district.

So the resources, the monies are not scared away. But we need to begin an exemplary program so that the teachers and the administrators are not frightened by these statistics, but they see actual practices in action.

And so those exemplary practices that we will suggest to you of the commonalities to move quickly into them, and so that the other educators do see them in action. See, one of the things in educational reform is educators are being frightened to death by so many regulations. And that is one of the faults of the education reform is a way even of increasing the dropouts, because it is putting more demands with little resources and support for those teachers that do need it.

The education reform in California is only focusing about 20 percent of the student population. The 80 percent of high risk, or at risk are being—the problem is increasing. So I caution you in reform or in your programs that it does not exacerbate the problem.

Maybe some of my colleagues here would want to——

The **Chairman**. Maybe they would like to respond to the same question. I think the three of us are obviously very interested. One of the reasons we are in Los Angeles is that we were told of the very high dropout rate, and one of the things that we thought that we could accomplish by coming to Los Angeles would be get some advice, and some recommendations that might be of help to us.

And so I hope we take something away and not continue to say among ourselves that we need another study. We have studied this problem long enough to know, and I think your document indicates a very splendid study that has been made, but we still come up with nothing tangible.

Mr. **Martinez**. I guess you know, I am listening to the Chairman and I am feeling the frustrations that he does, in that so many years that we have heard the problem, and we have even referred back to the fact that you can determine at an early age when these people are bound towards that dropout, eventual dropout.

And you can determine too whether it is a language problem, that he necessarily has, or understand that not all of the—that 50 percent, 60 percent dropout rate are people that have language problems. There are a lot of blacks among that high rate, usually from—there is one thing that they have in common, low socio-economic background.

But we hear this and hear this. And what we are really looking for is—okay, if we can establish at an early age—do we have something to put in place immediately, not after long studies. But say, look, to the school districts, if you receive federal dollars for a program you will evaluate at the third grade, at the fourth grade, at the fifth grade to determine what special conditioning or education that these people need to get them out of the dropout mode?

We have got to have something concrete to take back to put in the legislation, wording that says, look, we can determine that as early as the third grade, but right now is there anything in the State of California, or let us say on a national scale, anything that evaluates a student at a particular age to determine that now this student needs whether it is bilingual instruction or some other instruction special assistance, special tutoring to get him out of that dropout mode.

Mr. Hurtado. Dr. Harrington in Roosevelt Elementary in Lynwood has a program of early identification, early diagnosis and early intervention.

Mr. Martinez. Can we implement that on a state-wide basis and a national basis?

Mr. Magallan. Excuse me, Congressman.

The issue has always been of scale, one of resources. Unfortunately, that has become an excuse oftentimes that was mentioned by Dr. Hurtado for school districts, and individual school sites not taking any action. It is always much easier to look for a scapegoat or people to blame.

But your point is perhaps the most critical. How can accountability be built into the educational process? But we don't want to look at evaluation solely in terms of how a student is going to test out, but really look in terms of how much that student has been able to learn from the point he or she entered that classroom.

And, yes, there is a wide range of literature, it has been growing, the whole idea of effective schooling has been receiving a lot of attention. Not much of it specifically with Hispanics I will hasten to add, but there is absolutely no reason why a school district with some strong leadership and perhaps some incentive dollars provided through some federal intervention monies, might not say we are going to put this pile of money out here, and if you are able to move the skills levels of your students from point A to point B, you will be if you would recompensed for it.

Unfortunately, it is not a matter of riding them, but also a matter of letting them know that there is support for this. The four myths that were noted earlier by Dr. Hurtado, and that were put together by a learned colleague in San Diego very basically are the hurdles.

How can we get school districts and personnel to stop blaming families, stop blaming cultures, and really look in terms of what are the institutional factors involved within that educational process? What is it that they have a responsibility to do?

And there is a lot that can be done in terms of interventions. Perhaps Reynaldo might like to mention or comment on that.

Mr. MACIAS. I think you have pretty much covered the area. I think the chairman's leadership in promoting the effective schools, research program characteristics and the legislation he is carried before this committee in the Congress is the kind of leadership that we need that indicates that the goal is achievable, that there is information and ways to achieve it.

And it is a question of doing it. And it is not just a question of dollars. Dollars are the base on which you build the rest of the resources and work. And those have to be human resources and human work. The assembly office of research several years ago here in the State of California did a very quick study of comparing the characteristics of low achieving high schools with those of high achieving high schools.

And for those that were not familiar with secondary schools, they were surprised at how common the characteristics of each end of the scale were. Low achieving high schools tend to be dirty, tend to be poorly kept physical facilities, tend to have poor discipline schedules, and on and on and on. Things that I am sure the committee is well aware of.

Those things do not often need extra money, but need leadership and people that can be held accountable and not for a month and then transferred somewhere else, but on a long-term basis where there is no only leadership for the administrative functions of the schools but for the instructional functions of the schools.

And it needs to be shared by administrators and teachers in such a way that the business of schools is not schooling, but results in the learning of the students.

The CHAIRMAN. I certainly accept the suggestion that leadership is needed, however, apparently, we are not getting the leadership in many places. Now, do you think that making some of the federal programs contingent on accountability, on getting results would be desirable? Obviously, they are not getting enough money, and it takes more than money as you well remarked.

There is money available, and if the monies that are now flowing to local educational agencies through the state is not doing the job that it was intended to do with the threat of losing that money be enough to stimulate leadership?

I don't know. Leadership is somewhat vague. Good leadership. I have known of some very excellent principals, but soon get lazy it seems sometimes and don't keep up, and I think my own example of Jefferson High School seems to have a good principal, a good leader.

Now, it may be the faculty does not have the expectation, or does not have the same quality as the principal. I don't know. But the dropout is worse now than what it was several years ago. We have gotten to the point now where it is not as wholesome to even visit the school with my attitude.

Mr. MACIAS. You are right, Mr. Chairman. But although I don't usually care for medical analogies with regards to schooling, you had a hospital that had a 65 percent death rate of patients that went into that hospital, I doubt that people would analyze it on the basis of people went into die.

I don't think children go into schools to drop out. And we have to look at the institution as a systemic, as a system, and that leadership is not only at the school site level, administratively, but instructionally, and is certainly leadership at the system.

And there are many systemic barriers both within school districts and within schools as well as in some instances in relationships with the state given the changes in funding that have taken place over the last ten years that don't make it an easy problem. And I think the approach in part that you took with your leadership in the effective schools legislation was that it was comprehensive. It was not patchwork.

The comments that I made with regards to language in education were to move away from some of the fragmentation and look at leadership in integrating those issues across the board. When the California State language arts framework and reading framework decides that reading in a non-English language is not reading for the purposes of curriculum in this state, then there is a problem.

When it takes three years to convince a superintendent that studying English in English second language classes in high school is studying English and ought to be given English credit, there is a lot more that we can do in terms of leadership.

I would not however tie the funding of funds on a simple formula of achievement without understanding and recognizing that comprehensiveness of relationships and the different starting points that low achieving schools have in relationship to other schools.

The CHAIRMAN. Well, we are running late for the next panel, and I really don't want to prolong this. I think that you understand the frustration that we have. We have indicated that there are some exemplary programs that are under observation and are being studied, and that the characteristics of those programs will be analyzed.

I hope that we can continue to communicate with you and share with you our concerns and also receive from you some continuing assistance as we wade into this troublesome issue legislatively, and I assure you that we will be, will keep in touch with you.

We appreciate your presence before the committee today, and Mr. Martinez, do you have anything further?

Mr. MARTINEZ. No, I think we have pretty much covered it, Mr. Chairman, for the sake of time.

The CHAIRMAN. Fine, thank you again, and we appreciate your contributions.

[The prepared statement of Juan Hurtado follows:]

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JOINT HEARING OF THE COMMITTEE ON EDUCATION AND LABOR AND THE HISPANIC CAUCUS

LOS ANGELES CITY HALL
Room 350
200 N. Spring St.
Los Angeles, California
March 20, 1987

PRESENTING TESTIMONY

[redacted]
Associate Director
San Diego State University
National Origin Desegregation Lau Center

THE CALIFORNIA STATE UNIVERSITY

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INTRODUCTION

> Without a diploma or a marketable skill, the dropout faces unemployment or a low paying blue-collar job, together with feelings of inferiority and alienation. The costs of quitting school are obviously high for the dropout, but they are also high for society, which must bear the financial brunt of the dropout's inability to hold a job. Considering the tragic circumstances of dropping out, preventative action within the schools is not only desirable but essential. (A Study of Student Dropout, Los Angeles Unified School District, 1985.)

The problem of school dropouts is indeed complex and a most difficult challenge because it involves the home, student, and organizational factors which have a direct and indirect impact on the root causes of the dropout problem. Unfortunately, the focus of a number of major research studies that seek to address the dropout issue are narrow and based on a deficit model that tends to blame the student, the family and the sociocultural background of the student, ignoring organizational and structural school related variables and conditions. Compounding the problem is the fact that the largest percentage of students who leave before graduation are Hispanics and Blacks. Our research studies find that underachievement in the areas of reading and math for 80% of these students was detected as early as the third grade (Espinosa and Ochoa, 1984). These achievement results have powerful implications regarding when the dropout problem begins and possible solutions. Our research has began to examine policy issues and institutional and organizational conditions affecting dropouts. For example with respect to school size, our research results suggest that elementary schools that are over 650, tend to be ethnically impacted, have the minimum base funds, and have large categorical programs and funding that have a negative bearing on student learning and motivation. The results raise serious concerns about the direction being taken by institutions to develop effective programs for addressing the educational needs of high risk students. These concerns as well as other research findings have prompted us to testify at this hearing.

The major thrust of the contents of our presentation is the result of ten years of work in addressing student underachievement and specifically the inequity of educational services for language minority students. The data and information gathered from workshops, institutes and conferences seeking the prevention of school dropouts are reflected herein. Our presentation focuses on theoretical as well as applied concepts and variables contributing to the prevention of the dropout

In attempting to lower the dropout rates, researchers have strongly recommended that a key factor in the early prevention of school dropouts is a carefully planned process by the school personnel and community in order to have an accurate understanding of the root causes of the problem and an early, active and continued total district commitment to resolve it (Berman and McLaughlin, 1977). Educational change research calls for the need to guide a school district step by step in the development and implementation of an action plan that addresses the needs of students (Benne, Bennis & Chinn, 1969; Havelock, 1980). For these reasons, we presenting a process for the identification, planning, development and and implementation of a school dropout prevention plan. The plan will:

- Suggest procedures to facilitate the development and implementation of an effective approach for the early prevention of the high risk student and school dropout.
- Assist districts in the task of preparing a district wide action plan which will address the problem of the high risk student and school dropout.

FRAMEWORK FOR IDENTIFYING THE SCHOOL DROPOUT: A FIVE STAGE CONTINUUM

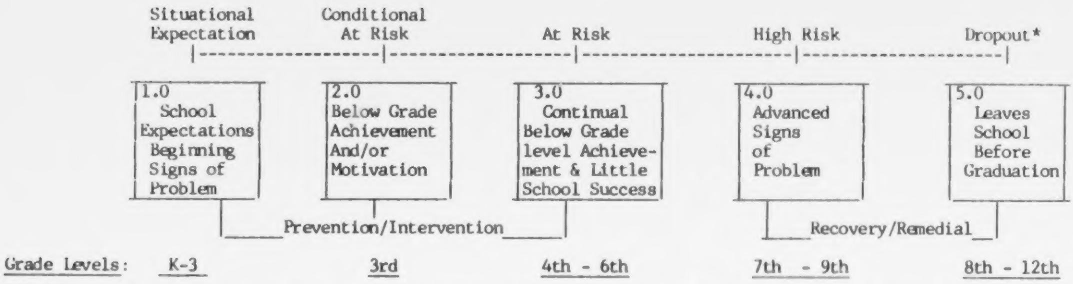
The student who becomes a school dropout is often a result of disempowering community/school/home intervening conditions. These conditions are identifiable through the examination of five stages of social and academic indicators that foster and/or contribute to dropping out of school. These stage are depicted in Figure 2 as: (1) situational expectations, (2) conditional at risk, (3) at risk, (4) high risk and (5) dropout.

The First Stage, "Situational Expectation" is the disempowering process that begins in the kindergarten to third grade level. Through institutional "achievement expectancy bands," our schools use the students' socioeconomic background, home language, parents' profession, and the school-community transiency rate to project initially the school's expected achievement. The student, not being in control of the environment and socioeconomic background, is labeled with a given achievement "expectancy band." Thus, if one is born into a low income family and school-community, the chances of attending a school whose curricula is geared toward the core academic emphasis (college oriented) is slim. Of greater consequence is the the initial low/below grade level achievement expectations that are actualized by the third grade.

The Second Stage, "Conditional At Risk," finds the initial low/below grade level expectations actualized to the point that, as early as the third grade, a large majority of low-income, ethnically diverse students who are fluent English proficient are already underachieving (below grade level) in the content areas of reading and math. Thus the underachievement, disempowering condition triggers the stage of "conditional at risk."

Figure 2

THE STUDENT DROPOUT CONTINUUM**


Situational Expectation
Conditional At Risk
At Risk
High Risk
Dropout*
1.0 School Expectations Beginning Signs of Problem
2.0 Below Grade Achievement And/or Motivation
3.0 Continual Below Grade level Achievement & Little School Success
4.0 Advanced Signs of Problem
5.0 Leaves School Before Graduation
Prevention/Intervention
Recovery/Remedial
Grade Levels:
K-3
3rd
4th - 6th
7th - 9th
8th - 12th

*Although technically a student dropout leaves school before graduation and does not enroll in a school within 45 days after school departure, the student may also remain in school but has mentally and educationally dropped out.

1.0 School expectations trigger a potential problem for the beginning student.
2.0 Below grade achievement at the third grade signals the visible beginnings of an academic problem.
3.0 Persistance of low academic performance at the 4th to 6th grade levels reflect the beginning signs of an at-risk student.
4.0 The failure to overcome the multivaried problems related to school dropout increases the risk of dropping out.
5.0 The pressures of abandoning school due to lack of support and proper motivation results in the student leaving school before graduation.

** This suggested dropout continuum is not intended to reflect the multivaried and complex factors that result in school dropouts. Home, school and community are factors that positively/negatively impact on the social and academic success of the student.

This stage addresses the underachievement of "conditional at risk" students through a compensatory/remediation education as the prevailing intervention. From a developmental process, it is at the third and fourth grades that the curriculum escalates beyond the development of basic skills and begins to emphasize application and analysis skills. The consequence of this stage is the beginning of educational tracking: compensatory education for underachieving students and the core curricula for achieving students. For the "conditional at risk student," educational remediation actualizes low academic expectations via "expectancy achievement bands" and minimal school accountability.

The Third Stage, "At Risk," is characterized by persistance of low academic performance from the fourth through the sixth grade. Disempowering, low academic expectations are evident through achievement indicators and test results. Grade retention, poor reading, mathematical and writing skills are indicators of the "at risk" student. The consequence of poor academic skills results in the practice of tracking for the "at risk" student. This student is often placed in low achieving tracks under the assumption that "students learn better in groups that are achieving at the same level."

The Fourth Stage, "High Risk," is evident at the seventh through ninth grade, in which the student is often perceived as the source of the problem. The student is seen as a product of an unmotivating home environment, noncompetitive and lacking achievement motivation. This student faces a remedial curriculum, has multivaried academic and socials needs, is frequently overaged and, generally, is performing poorly in school. The consequence of this stage is that the "high risk" student is characterized as being alienated, distanced from school activities, in conflict with school authority, and underachieving academically. Of importance is the notion that many of these students will not dropout of school, but continue to perform poorly in academic work, passing given district minimum standards to obtain their high school diploma.

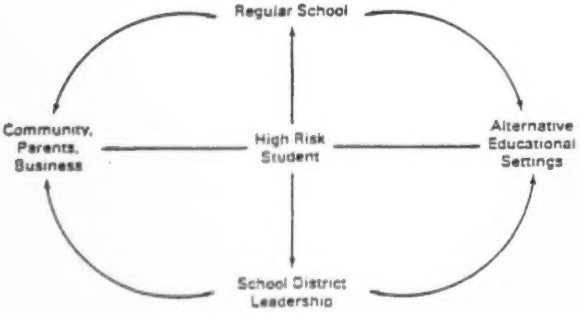
The Last Stage, "Dropout," is characterized by the student reaching a point in which coping with school is no longer a concern. This student abandons school due to a number of conditions such as poor academic performance (which can be related to low curricular expectations, instructional practices, and social relationships and interactions), school nonattendance, discipline problems, feeling of alienation from the school, feeling of not belonging, inability to cope with the structure of the school, dislike of school classes/teacher's perceptions and low self esteem, problems related to health (pregnancy, emotional, physical) alcohol or drug related abuse, need to work, and early marriage.

A main consequence of dropping out of school is the cost encumbered by society and the cost to school district base funds. The California State Department of Education (1985) estimates a loss of base funds of $1.1 billion each year, coupled with the cost of an additional $4.2 billion annually in federal and state resources on programs serving approximately 3.5 million high risk youth. Such services include health, mental, employment, rehabilitation, youth authority, alcohol and drug abuse, and social services. These amounts are in addition to the cost of services provided through County Welfare community organizations and United Way. At a national level, estimates of lost lifetime earnings exceed $200,000 per individual dropout and $200 billion for each school class across the United States (Catteral, 1986).

WORKING TOGETHER TO SOLVE THE PROBLEM

The solutions for the prevention of the high risk/dropout student reside not only in the school, but also with the home, the community, the business sector, and in each individual who lives in that school's community. All of these role groups must work together to provide positive school learning opportunities that develop the full potential of students and prevent the failure of students as described in the "dropout continuum." Figure 3 illustrates the interrelationship of how each setting--community, regular school, alternative educational settings, and school district can influence the services provided to the high risk student.

Figure 3


Regular School
Community, Parents, Business
High Risk Student
Alternative Educational Settings
School District Leadership

Analysis of School Practices and Student Needs

The analysis of possible factors, conditions and variables that contribute to the high risk/dropout student at the K-12 level should also be addressed by school personnel with respect to institutional and educational practices. This analysis suggests a needs assessment that examines school practices that can empower or disempower the "at risk" student. Eleven areas of analysis are suggested:

1. Institutional Expectations--who defines them? What impact do institutional expectations have on school achievement, school leadership, students, and parents? How do negative institutional expectations impact student achievement? How equitable are institutional expectations with respect to student characteristics such as race, sex, national origin, socioeconomic background and handicapping conditions?
2. Administrative Leadership--what should be the role of the school site administrator in addressing the short term and long term academic and linguistic needs of high risk students? What role should the school site administrator take in reallocating available resources to address student underachievement? What should be expected of the district/school site administrator with respect to student achievement profiles, staffing instructional programs, establishing academic expectations, community involvement, and curriculum resources in order to address student needs? What is the role of the school site administrator in promoting and monitoring student achievement?
3. Diagnostic Practices--how effective are diagnostic practices in identifying the linguistic and academic proficiency of students in their first and second language? What practices hinder or promote appro-

priate identification of student's linguistic and academic developmental needs? How are the academic and linguistic developmental needs of students addressed by instructional programs/curriculum?

4. Instructional Programs--what types of programs address the academic and linguistic development of students? What are the educational conditions that are necessary for such instructional programs to have a fair chance of success? What types of instructional and staffing approaches are triggered by each type of identified program?
5. Curriculum--how does the curriculum mesh with instructional programs? What instructional materials address the various academic and linguistic needs of students? What instructional materials address the cognitive development of students in their primary and secondary language? How is the curriculum designed to promote grade level proficiency of skills? What is the interrelationship between the curriculum provided to underachieving students and their available career options? Is the curriculum appropriately designed to enable students to cognitively transfer skills from their first language to the English language?
6. Staffing-- what are the necessary staffing needs in order to deliver the appropriate instructional programs to students as based on their academic and linguistic needs? How are the district's hiring practices addressing the demographic trends of the district as it plans three, five and ten years in advance? What are the staff development practices that are addressing the underachievement of students? What planning, coordination, and training is undertaken by the district and teacher training institutions in addressing student demographic trends and underachievement? What should be the competencies that

any credentialed teacher working with ethnically diverse students needs to demonstrate with respect to their ability to teach, work and impact the scholastic achievement of these students?

7. Environmental School Factors/Expectations--what school and classroom conditions are necessary in order to have a positive learning climate? What practices promote positive student expectation and achievement? What structural resources and conditions are necessary in order to provide safe, orderly, and high student achievement expectations?
8. Counseling and Guidance--what guidance and counseling practices are necessary to prevent tracking of students? What counseling practices provide students with the broadest possible information as to career choices? What guidance support services address the early underachievement of students? What preventive support services are available that address early identification of student underachievement?
9. Parent Involvement/Relations--what school site policies promote active parent participation? What school site practices promote active home school involvement with respect to student achievement? What should be the role of parents in providing academic and social support of their children? How can school-home expectations serve to promote positive student expectations?
10. Educational Quality Control--what are the ongoing mechanisms for evaluating the effectiveness of: (a) administrative school-site services, (b) diagnostic practices, (c) school expectations, (d) instructional programs, (e) staff, (f) environmental school factors and climate, (g) counseling and guidance, (h) parent involvement and relations, (i) fiscal allocation of available resources, and

(j) school structural standards and conditions? What are the short (1 to 2 years) and long (2 to 5 years) student achievement expectations of the district, of the school and of the classroom?

11. Fiscal Allocation--how is the ADA generated by low income Hispanics and ethnically diverse students being allocated to impact their academic achievement? While categorical funds provide support resources to improve instructional services, in what ways are such funds preempting the district from using ADA funds to address the underachievement of students?

PROCESS FOR THE IDENTIFICATION, PLANNING, DEVELOPMENT, AND IMPLEMENTATION OF A SCHOOL DROPOUT PREVENTION PLAN

A twelve phase process is suggested to address the identification, planning, development and implementation of a school dropout prevention/recovery plan. These phases are interdependent of one another and form an integrative process for developing a comprehensive prevention/recovery plan. This process is illustrated in Figure 4 on the following page. The unique features of the process include:

°DATA BASE:	The plan should be solidly founded on research data gathered from the district and other studies, which give an empirical base for the development and implementation of the plan.
°CONTEXT EMBEDDED:	Although based on research, studies and district data, the plan should directly address the contextual conditions of the district. Data and research are cross-validated with all those involved in the dropout prevention plan.
°OWNERSHIP:	A plan will either fail or succeed depending on the key factor of ownership. Each school must have its own stamp of ownership in the planning process. Within each school, the principal, the teaching staff, parents and students (where possible) must be involved in each stage of the planning process.
°COMPREHENSIVE:	The problem of school dropouts is extremely complex. There are no simple solutions or approaches. One may address the problem of school dropouts with a piecemeal approach and not address the key causes of the problem. The suggested process calls for a comprehensive and integrative approach that includes schools, community, business/industry/labor sectors working together to resolve the problem.
°QUALITY CONTROL:	The plan is organized and planned to include quality controls throughout each planning phase to assure flexibility, effectiveness and accountability in the process.

FIGURE 4

PROCESS IN THE PLANNING/DEVELOPMENT/IMPLEMENTATION OF A SCHOOL DROPOUT PREVENTION PLAN

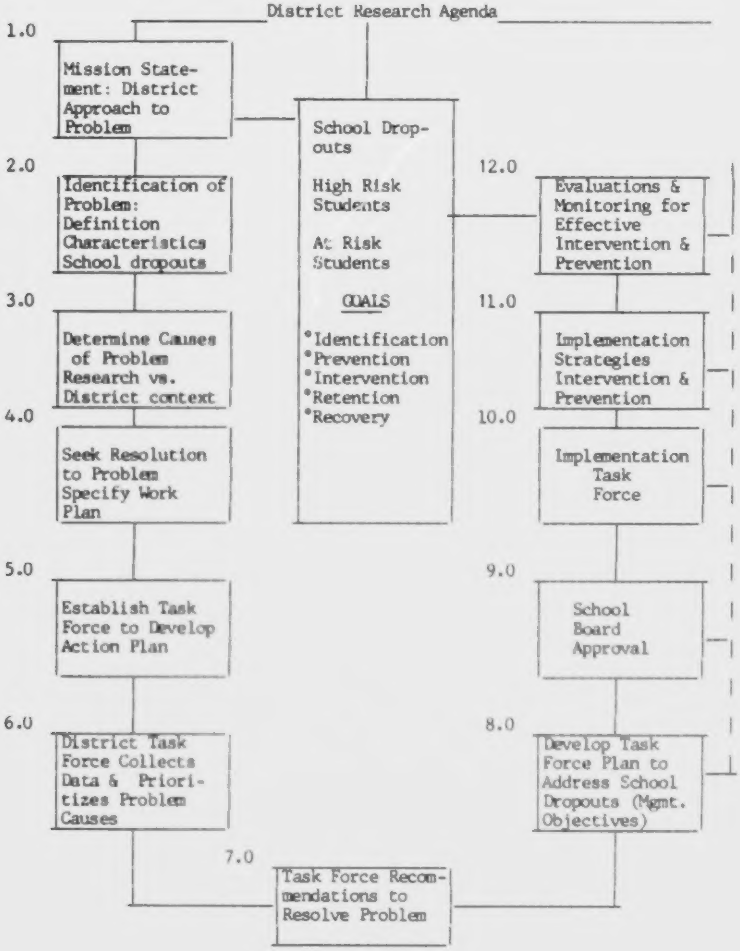

District Research Agenda
1.0
Mission Statement: District Approach to Problem
School Dropouts
High Risk Students
At Risk Students
GOALS
•Identification
•Prevention
•Intervention
•Retention
•Recovery
2.0
Identification of Problem: Definition Characteristics School dropouts
3.0
Determine Causes of Problem Research vs. District context
4.0
Seek Resolution to Problem Specify Work Plan
5.0
Establish Task Force to Develop Action Plan
6.0
District Task Force Collects Data & Prioritizes Problem Causes
7.0
Task Force Recommendations to Resolve Problem
8.0
Develop Task Force Plan to Address School Dropouts (Mgmt. Objectives)
9.0
School Board Approval
10.0
Implementation Task Force
11.0
Implementation Strategies Intervention & Prevention
12.0
Evaluations & Monitoring for Effective Intervention & Prevention

Chart A

PARENT, TEACHER, PRINCIPAL AND SCHOOL INTERVENTIONS
POSITIVELY IMPACTING STUDENTS AT RISK, HIGH RISK AND DROPOUTS*
K-6 GRADE LEVELS

STUDENT		PARENT	TEACHER	PRINCIPAL	SCHOOL
SITUATIONAL/CONDITIONAL AT RISK K-3	INTERVENTION	°Acquires information to prepare student for school. °Reads to student & stimulates a positive environment for learning. °Provides a strong sense of self and a positive self esteem in child. °Becomes involved in home-school support activities.	°Establishes positive classroom environment. °Positive expectations toward students °High motivation to teach. °Strong belief in student success. °Early identification of student concerns/needs. °Provides diagnostic and curriculum match.	° Provides a positive school learning environment. ° Exerts strong academic leadership. ° Communicates effectively with parents. ° Provides support systems to teachers. ° Establishes curriculum accountability.	°School grounds and and classroom are neat, tidy & safe. °School facility within expected utilization °Library resources provide support in academic program °School facilities reflect a positive learning environment.
AT RISK 4-6	INTERVENTION	°Works with student to overcome school, social or personal needs. °Meets with principal and teacher to resolve difficulty that may lead to student underachievement.	°Provides support and challenges students to succeed in classroom. °Meets with underachieving students to give additional help. °Builds self esteem in students through school success. °Counsels students to overcome academic, personal & social concerns.	° Studies ways to combat underachievement & at risk students. ° Meets with teachers to identify and provide programs for underachieving students. ° Works constantly to reduce underachievemnt in school.	° School and community work jointly for supportive programs and school/community partnerships ° School grounds reflect order and safety.

Chart A

PARENT, TEACHER, PRINCIPAL AND SCHOOL INTERVENTIONS

POSITIVELY IMPACTING STUDENTS AT RISK, HIGH RISK AND DROPOUTS*

7-12 GRADE LEVELS

STUDENT		PARENT	TEACHER	PRINCIPAL	SCHOOL
HIGH RISK 7-9th	INTERVENTION	°Works with school to assist student to overcome school and social problems. °Works with principal & teachers to address school and social issues affecting student's decision to leave school.	°Individual curriculum provided student to acquire required skills. °Meets with troubled student to give support and assistance. °Works with student to attain short term goals. °Counsels student to overcome academic, personal and social concerns.	° Monitors student achievement. ° Provides interventions to reduce dropout rate. ° Works with teachers to provide programs for high risk students. ° Establishes annual goals in addressing dropout rate in school.	° Community assists school in providing resources to reduce underachievement through broad based involvement. ° School resources reallocated to impact high risk student.
DROP OUT AND RECOVERY 8-12th	INTERVENTION	°Meets with school team to develop and implement a plan of action for the prevention and the recovery of school dropouts. °Monitors students recovery program participation and provides motivation and ongoing support	° Provides students with necessary curriculum ° Counseling support provided to students to cope with school and increase self esteem. ° Meet with parents to provide feedback and support to students.	°Works to assume appropriate support resources for student and staff. °Establishes a Dropout Prevention Task Force (parents,teachers & community leaders) to advise school °Works to facilitate career orientation & skill development recovery programs	°School seen as integral part of the community. °School has necessary resources to combat dropout problem. °School perceived by students as supportive. °School grounds are orderly safe.

*The school dropout problem is extremely complex and offers no easy solutions. The interventions depicted in this chart are meant as one of many collective approaches for the prevention of school dropouts.

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The **Chairman**. The next panel and final one is Mr. Richard Fajardo, Mexican American Legal Defense and Education Fund. Dr. Harry Pachon, and Ms. Victoria Verches.

Feel free to remove the equipment if you wish. I am sure no one will be disturbed. May the Chair apologize for the enthusiasm with which we delayed the panels by some of the talking ourselves, but sometimes we get a little excited as you well know, and we appreciate your patience.

Mr. Fajardo, I guess you are the lead off individual this morning.

STATEMENT OF RICHARD FAJARDO, STAFF ATTORNEY, MEXICAN AMERICAN LEGAL DEFENSE AND EDUCATION FUND [MALDEF]

Mr. **Fajardo**. Thank you, Mr. Chairman.

For the record, my name is Richard Fajardo. I am with the Mexican American Legal Defense and Education Fund, and I am a staff attorney with that organization, and among my duties I do a lot of litigation in the area of education.

I would like to make some—first of all, I would like to thank the committee and you, Mr. Chairman, for the opportunity to testify this morning, and I would—I don't believe there is a written statement in your packet.

I would like to submit for the record a written statement.

The **Chairman**. The record will be kept open, and upon submission of your statement, it will be included, that you present today.

Mr. **Fajardo**. Thank you very much.

I would like to comment on three areas this morning. First on bilingual education and the need for federal, strong federal role in the area of bilingual education. Secondly, I would like to indicate our support for the English Proficiency Act, the House version, which was introduced by Chairman Martinez, and we thank him, and support his legislation.

And third, I would like to comment on English as the official language of California, and the implications that that has on language issues in the state.

First of all, with respect to bilingual education, as you very well may know, all that has consistently advocated for bilingual education is the most effective means of teaching students with limited English proficiency. An educationally sound program for such students must do more however than just teach children English.

A program must ensure academic achievement so that temporary limitations associated with limited English proficiency do not become permanent disabilities. Now, much has been said this morning about bilingual education and its implementation, and I don't want to repeat a lot of that.

I do want to make some comments. One is the movement to try to get flexibility for state and local jurisidictions in the development of programs designed to help limited English speaking students. And I would like to comment on what that means in effect, and also why such an idea of flexibility is not a good one, and why the federal government really needs to take a strong role in insuring that bilingual education is implemented as broadly as possible.

Bilingual education is the most effective means of teaching children. There has been references already made to the 1986 longitudinal study that was commissioned by the Department of Education and how the Department of Education has taken upon itself to minimize or try to diminish the impact of such studies.

But the fact of the matter is that bilingual education is effective. Unsuccessful programs in bilingual education have tended to be those areas where they have not been fully implemented, where inadequate resources have been devoted to the program, where there have been untrained staff, people without credentials, people without skills in languages, and places where there have been unresponsive administrators, folks who want to do a half-hearted job of bilingual education, and when it fails then point to how it is just a terrible program.

I should note that in seven states where federal challenges to language assistant programs have been brought not once has a federal judge found a fully implemented bilingual education program to be ineffective or legally insufficient. On the other hand, an immersion, in San Francisco, an immersion program was struck down in *Law* v. *Nichols*.

And in several other states, ESL programs have been rejected by the federal courts as legally insufficient. I should also note that flexibility has been used, or the concept of flexibility has been used to develop programs for the convenience of school districts or administrations rather than for the benefit of limited English speaking students.

Administrators cite that bilingual education programs are too costly, or they are too hard to get teachers, et cetera. But I think that is an approach that is penny wise and pound foolish. The fact of the matter is that immersion may be no cheaper, and in fact may be actually more expensive. There really have never been any audits to compare the costs, and when you take into account the fact that many of the students who do go into immersion programs do not learn the language, English, as well as they could, and get far behind in their other academic subjects, and tend to fail classes and to have to repeat classes, that kind of cost is never taken into account in comparing these programs.

And I think it is an important factor to be considered. It is important also to note that the movement to eliminate bilingual education is based on political considerations rather than pedagogical considerations. And the examples that were cited today, the fact that DOE, the Department of Education has tended to skew the research and the studies in such a way as to say that there is no support for the idea that bilingual education is effective indicates to us at least that the Department has already made its decision as to what kinds of program it wants irrespective of what the facts are. And we think that it is of terrible concern to us.

The fact that the Eastman program which was—the Eastman project here in Los Angeles, which was described earlier this morning, and its results have superseded anybody's expectation, and the fact that that program as I understand has not been funded by the Department of Education is an indication—and one of the reasons that it is not funded is because its goal is not necessarily to get children into English speaking classes as soon as possible.

Despite the fact that when children come out of that program by the end of the sixth grade, they may be proficient in English better as any other students in any other classrooms and have test scores in all the other subjects that are as good if not better than schools throughout the district.

Yet, that kind of a program because it does not have as its goal getting children into English quickly, has not been funded as a program by the Department. The importance of the federal government's role in bilingual education is critical.

And I want to give you two examples. The first one is in Illinois. In Illinois, the state implemented or at least enacted a bilingual education program. It was optional and states could get in or out of it—I mean jurisdictions, local school districts could get in and out of it as they saw fit.

The state however, the state department of education had implemented regulations that were very, very loosely written. They were so loosely written that it pretty much gave total control to the local jurisdictions to decide what kind of program they would do, maybe report every now and then as to what they were doing.

In other words, there was no tight control over what kinds of programs would be implemented or directed or how they were to be done. We filed a lawsuit in that case, and the Seventh Circuit Court of Appeals, the federal courts, have upheld our position that the state has an obligation to impose strong controls to make sure that programs are not only implemented on paper but also have some structure and some function to them that they are implemented, that resources are devoted to implement them.

They follow along the lines of the *Castenda* case out of Texas, *Castenda* v. *Pickerd* which indicates that you not only have to have a program whether it be bilingual or some other program that is theoretically sound, but you also have to devote resources to that program to make sure that it is implemented effectively.

And third, you have to have an effective program. If a program that you developed does not turn out to be effective, you have to go to something else that is effective. And that seems to be the standard now in the federal courts. Like I said, the Seventh Circuit has adopted that standard, the Fifth Circuit has adopted that standard. The Ninth Circuit in a case of *Idaho* v. *Migrant Legal Counsel* has apparently adopted that standard as well.

The federal courts have recognized the need for structure and they have recognized the need for a structure in the implementation of programs to help limited English speaking students. Now, they have not gone as far as to say that you require one program over another.

But they have said that it is important that whatever program you have, you have some structure to it. What we are looking through—the problem that we want to avoid, and the problem that I think flexibility tends to create is that jurisdiction, local jurisdictions, school districts, when given the option will try to get away from bilingual education and will try to get into other programs that are not effective.

And that is what we are most concerned about is the abdication of responsibility towards limited English speaking students. Let me make a few quick comments about the English Proficiency Act.

We think that this is a very important bill. There is a critical need. Contrary to many other statements or ideas or concerns that have been floating around, the Hispanic community is concerned about learning English. It is an important priority.

It is recognized in two ways. One, there have been a number of surveys and studies that have indicated that Hispanics do recognize the need for English and learning English. But more importantly, there have been waiting lists for a lot of English classes. In Los Angeles, in San Francisco, in other cities across California, and across the United States, there are people who are waiting in line for classes that are full in order to learn the English language.

More importantly, this demand for English classes is likely to increase. The legalization program that has been passed by the Congress has a requirement that people either know English or be enrolled in classes to learn English.

Permanent resident aliens are going to start wanting to become citizens, and as part of that they are going to have to learn the English language. People just looking to better themselves, in better jobs and what have you, are going to try to learn English. And I think that the English Proficiency Act does quite a bit to go after resolving this kind of problems to fill the needs for folks in these kind of—to make available English classes especially for two populations that have tended to be ignored in the language debate, that is, dropouts for students who have for one reason or another quit school, and also for the adult population.

Let me make a few comments now on the English only movement. You know, there is a number of reasons as to why the English only movement has sought to be—has really gotten going. One of them supposedly is to promote unity, and in fact, it has done quite the opposite.

Instead of promoting unity, it has promoted disunity, distrust, disrespect for persons with foreign languages and foreign accents.

One example is the City of Fillmore which is in Ventura County. That city quite some time ago introduced its own official language being English in a community that was 40 to 50 percent Latino. And that community was very strongly divided because the Latino community was deeply resentful and deeply hurt by the provision simply because they didn't understand what it meant.

Can't speak Spanish anymore, or have our signs in Spanish for the clientele that need it most, and it did cause a lot of resentment. Another reason for the English only movement or supposed reason is to encourage participation. And again, quite to the contrary, it is not going to encourage participation. It is going to discourage it. In fact, I will just give you one example there.

In New Mexico, bilingual ballots have been used since 1912. This is one of the big, big targets of the folks of the English only movment. The fact of the matter is that with bilingual ballots, New Mexico has had the highest rate of participation of elected officials in all levels.

They have had an Hispanic governor, lieutenant governor, senators, congressmen and representatives at all levels. They have had the highest levels of voter registration. In Northern New Mexico, it is as high as 80 percent.

So the participation can be there with assistance to persons with language limitations. And I think that the idea that punishing people who don't speak the language I think is a terrible way to go.

What we should be doing is encouraging people into the process until they get familiarity with the English language and that I think will encourage participation rather than the other way around.

Finally, I should note that having made English the official language of California has done nothing to promote English in this state. There is no more persons speaking English now than did four months ago when this initiative was not in existence.

There are no more classes. There are no more resources being devoted now than have ever been as a result of this legislation. So just the fact that you make English the official language of a state or of the country for that matter is not going to resolve the problem of people not knowing the language.

What is going to resolve the problem are things like bilingual education, like the English Proficiency Act, things that devote resources with some consideration to the individuals and their language and their culture to try to bring them into the system, and that is what I would encourage the Congress and others to take a look at and to do. And I thank you for the opportunity to testify.

The **Chairman**. Thank you. Mr. Pachon, I think you are listed next.

STATEMENT OF DR. HARRY PACHON, EXECUTIVE DIRECTOR, NATIONAL ASSOCIATION OF LATINO ELECTED OFFICIALS [NALEO]

Dr. **Pachon**. Thank you, Mr. Chairman.

Mr. Chairman, members of the committee, members of the congressional Hispanic caucus, we at NALEO appreciate the opportunity like all the other witnesses to testify before you on the upcoming needs of the Hispanic population.

As part of our ongoing activities NALEO maintains a U.S. citizenship project that is trying to increase the naturalization rates for Hispanics in the State of California.

Here in the state in 1980, we have close to one million adult Latinos who are not U.S. citizens. In other words, 38 percent of all adult Hispanics in the state could not work in the federal government, could not work in the aerospace industry, could not vote, could not serve on juries, and could not receive federal educational assistance all because they were not U.S. citizens.

This number continues to increase, and the only way that I know how to put it in perspective for us is to state that 50 percent of all legal immigrants from Mexico have come to the United States since 1960.

And in 1984, there were as many Latino voters as there were Latino legal residents in the United States. The adult education system here in California is straining to meet the needs of these non-citizens who are seeking to improve their language skills and to change their citizenship status in order to enjoy the full benefits of being an American citizen.

As you know, and as some of the other witnesses have mentioned, there is a waiting list of over 40,000 for ESL classes here in Los Angeles unified school district. And, moreover, the enactment of the Immigration Reform and Control Act of 1967 will stretch even further the needs to provide ESL as well as citizenship.

Because not yet fully recognized in our community, and we can tell you this as a result of our citizenship hotline that we have been operating now for about a year, many of the people who are applying for amnesty do not know that it is a two step process. That the second step to receiving amnesty or to receive legalization is to be able to demonstrate knowledge of English as well as citizenship or be enrolled in a class that is officially recognized by the Attorney General.

So if we consider the passage of Immigration Reform and Control Act as adding new constituents for ESL and citizenship classes, we can expect legalization applicants to seek out these classes either immediately or over the next five semesters.

I look at some of the statistics, and you have heard a lot of statistics this morning for the past three hours, but maybe highlight the need for citizenship here in Southern California.

The second to the last page in the testimony that we have prepared for you, gives you a list of the cities in the San Gabriel Valley, and gives you an indication of the number of Hispanics who are not U.S. citizens.

Taking a look at some of the cities within your districts, in South El Monte, 40 percent of adult Hispanics are not citizens. Mr. Chairman, in Huntington Park, 50 percent of all the adult Hispanics in the City of Huntington Park are not U.S. citizens but are here legally according to the U.S. Census.

And Chairman Martinez, in Bell, one out of two Hispanics is not a U.S. citizen that is an adult. If we take a look at the number of people who are not U.S. citizens, but are here legally, as well as the new people who are going to qualify under the Immigration Reform and Control Act we can project that the L.A. Unified School District as well as other school districts in Southern California are going to be facing a tremendous strain.

The challenge to our educational system is further complicated by the great consequences facing ESL and the citizenship students who if they are qualified under the Act may face deportation if they do not master the subject matter. And I would add that this is compounded by the—this problem is compounded by the fact of the highly arbitrary nature of the INS exam itself.

Over the past two years, NALEO has found that INS examiners questions range from the very simple on U.S. citizen such as for example, who was the first president of the United States to the pretty complicated like name the 13 original colonies, to the ridiculously unfair, what is Mario Cuomo's wife's first name.

Given the arbitrary nature of the citizenship exam process, the fact that the INS is turning away 27 percent of all applicants once they first apply for U.S. citizenship, and that translates into 125,000 people turned away annually, we see that there is a great need for quality services in English as a second language as well as citizenship instruction.

Our recommendations for the committee are for the committee to look favorably on increasing resources for citizenship classes including legislation mandating one-time targeted programs in the areas of citizenship as well as in the areas that were mentioned by

Congressman Martinez, in Congressman Martinez' bill, as well as perhaps funding curricular development of basic citizenship material to meet the needs of a population that is often at the elementary and secondary school levels.

The need for U.S. citizenship education is pressing. One hundred years ago, immigrants became citizens through the efforts of municipal governments and assistance from the political parties. Now, 100 years later the new immigrants face an anonymous and neutral, if not hostile, federal bureacracy. Educational efforts are needed to integrate fully the over three million Latinos and others who are here legally but are not yet citizens and the millions more who will qualify under the Immigration Reform and Control Act.

Thank you. I will gladly answer questions within the appropriate time.

The CHAIRMAN. May the Chair simply indicate that many of our friends on the city council have dropped in to welcome us to the city, and if we seem to be on a binge of some kind, it is because we accept their hospitality, and we are delighted to see them.

And if we seem to be interrupting the witnesses, it certainly is not intentional and we apologize. But we are very, very delighted to do both, to hear you and also to see our friends as well.

Ms. Verches, we welcome and look forward to your testimony.

[The prepared statement of Dr. Harry Pachon follows:]

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STATEMENT OF DR. HARRY PACHON
NATIONAL DIRECTOR
NATIONAL ASSOCIATION OF LATINO
ELECTED AND APPOINTED OFFICIALS

BEFORE THE COMMITTEE ON
EDUCATION, LABOR, AND THE HISPANIC CAUCUS

FIELD HEARING
MARCH 20, 1987
LOS ANGELES, CALIFORNIA

Mr. Chairman and members of the committee, NALEO appreciates the opportunity to testify before your committee on the upcoming needs of adult education in Southern California.

NALEO is a nonpartisan organization that carries out civic affairs projects and research on behalf of the Latino community. As part of our ongoing activities, NALEO conducts a citizenship promotion program aimed at raising the naturalization rates of legal immigrants, a community largely overlooked by the media. In California alone there are 973,603 legal resident Latinos who are over 20 years old. In other words, 38% of all adult Latinos in the state of California cannot work in the federal government or the defense industries, cannot vote, cannot serve on juries, and cannot receive federal educational assistance, all because they are not U.S. citizens.

The adult education system currently is straining to meet the needs of those non-citizens who are seeking to improve their language skills and change their citizenship status in order to gain the benefits afforded all U. S. citizens. Here in California, the Los Angeles Unified School District had over 61,000 students enrolled in its ESL and citizenship classes for the Fall of 1986. Even so, the current waiting list for ESL classes numbers over 40,000. The unprecedented enactment of the Immigration Reform and Control Act of 1987 will call on school districts to stretch even further in order to prepare undocumented residents for legalization.

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Under the Act, undocumented residents may apply for legalization if they have resided continously in the United States since January 1, 1982 and have been physically present in the country since November 6, 1986. The Act requires that applicants demonstrate minimal understanding of English and knowledge of United States history and government. Legalization applicants may satisfy this requirement at the time of their interview for temporary resident status, or 18 to 31 months thereafter, when they may apply for permanent resident status.

With this time period in mind, we can expect legalization applicants to seek out ESL and citizenship classes either immediately, in order to prepare for their first interview, or as late as five semesters from now, in order to prepare for their permanent resident application. In either case, legalization applicants will add to the ranks of present permanent residents and others who seek to improve their language and citizenship skills.

A look at some statistics allows us to estimate roughly how many people will call on our educational system as a result of naturalization and legalization efforts. There are 375,030 Latino and 244,553 Asian legal residents in Los Angeles City who are not naturalized. In addition to this the 1980 Census estimated that there were 500,000 undocumented Latinos out of a total of 658,000 undocumented residents in the Los Angeles SMSA. NALEO, however, will point out that these are estimates and noone knows the precise number. In addition, given that these figures are for 1980, they may well represent a conservative picture of the number of residents eligible for legalization. Nonetheless, the total number of non-naturalized and undocumented residents, 1,277,583, provides a general estimate of the number of prospective ESL/citizenship students for the Los Angeles Unified School District and other school districts in L. A. County.

Whether only 10% or as many as 80% of these prospective students seek enrollment in ESL/citizenship classes, the Los Angeles Unified School District will be faced with a great challenge. Assuming that the census figures are accurate and not short of the actual number of undocumented, the LAUSD will have to increase its enrollment in order to meet the needs of our immigrant communities. Even if this increase were spread out over a five semester period the LAUSD would have to increase its resources to keep from turning away thousands of immigrants who very likely will rely on these classes to secure their future as legal residents and citizens of this country.

The challenge to our educational system is further complicated by the great consequences facing the ESL/citizenship student, who, unlike other students, may face deportation if he does not master the subject matter. This is compounded by the highly arbitrary nature of the INS exam itself.

For example, we at NALEO have found that INS examiners' questions range from the simple (Who was the first president of the United States?), to the difficult (Name the 13 original colonies.), to the ridiculously unfair (What is the name of the San Antonio District Director of the INS?).

Given the arbitrary nature of the exam process, the fact that 27% of all applicants are presently being turned away by INS nationwide, and the fact that approximately 125,000 applicants did not pass the naturalization exam in 1986, there is a great need for quality services in ESL/citizenship education.

Aside from satisfying the need for ESL/citizenship classes, our adult education system must develop quality standardized curricula for courses preparing students for a non-standardized exam. NALEO encourages the committee to look favorably upon strategies for increasing resources for classes, including legislation mandating one-time targetted programs in the area of citizenship and ESL during this time of unprecedented demands, and funding for the curricular development of basic citizenship material to meet the needs of a population that is often at the elementary and secondary school levels.

The need for citizenship education is pressing. A hundred years ago, immigrants became citizens through the efforts of municipal governments and assistance from political parties. Now, a hundred years later, the new immigrants face an anonymous and neutral, if not hostile federal bureaucracy. Educational efforts are needed to integrate fully the over three million Latinos and others who are here legally but are not yet citizens and the millions more who will qualify for legalization under the Immigration Reform and Control Act of 1986.

Thank you. I will gladly take your questions.

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HISPANIC FOREIGN-BORN AND NATURALIZED POPULATIONS FOR SELECTED CITIES IN LOS ANGELES COUNTY: 1980

	Spanish Origin Population	Total Foreign Born	Not-Naturalized	% Not-naturalized of Total Spanish Origin
Alhambra	24,294	8,048	5,699	23%
Arcadia	3,157	991	645	20%
Azusa	12,443	3,997	3,301	27%
Baldwin Park	29,336	10,276	8,579	29%
Bell	16,058	8,973	7,803	49%
Bellflower	7,943	2,196	1,635	21%
Bell Gardens	21,956	11,232	10,106	46%
Claremont	2,316	386	283	12%
Commerce	8,937	3,471	2,839	32%
Compton	17,162	9,505	7,401	43%
Covina	4,278	665	404	9%
Downey	13,926	4,248	2,991	21%
Duarte	5,044	2,047	1,665	33%
El Monte	48,704	21,546	18,628	38%
Glendora	3,483	540	302	9%
Hawaiian Gardens	5,540	2,434	2,085	38%
Huntington Park	37,320	22,702	20,051	54%
La Mirada	7,729	1,423	934	12%
La Puente	19,288	5,103	3,964	21%
Los Angeles	815,305	446,842	375,030	46%
Monrovia	5,599	2,140	1,699	30%
Montebello	31,296	8,545	6,282	20%
Monterey Park	20,969	4,778	3,116	15%
Norwalk	34,214	9,766	7,540	22%
Paramount	16,807	7,978	7,047	42%
Pasadena	21,784	11,740	9,604	44%
Pico Rivera	40,705	9,837	7,614	19%
Pomona	28,302	9,207	6,963	25%
Redondo Beach	6,549	2,060	1,434	22%
Rosemead	24,404	8,721	7,383	30%
San Dimas	3,136	639	373	12%
San Fernando	12,219	5,883	4,962	41%
San Gabriel	11,491	3,827	2,901	25%
San Marino	620	195	115	19%
Santa Fe Springs	8,746	1,948	1,564	18%
Sierra Madre	768	204	177	23%
South El Monte	12,927	5,833	4,935	38%
South Gate	38,951	19,743	16,916	43%
Temple City	3,734	738	529	14%
West Covina	16,964	3,197	2,064	12%
Whittier	16,266	4,029	3,221	20%
LA/LONG BEACH SMSA	2,066,103	913,591	759,879	37%

SOURCE: U.S. Census Bureau, 1980 Census, Summary Tape File 4B
COMPILED BY: The NALEO Education Fund

CITY OF LOS ANGELES: PROSPECTIVE ESL/CITIZENSHIP STUDENTS*

Non-Naturalized Legal Residents	
Latinos	375,030
Asians	244,553
Undocumented Residents**	
Latinos	500,000
Others	158,000
Total	1,277,583

*Source: U.S. Census Bureau, 1980 Census

**NOTE: These are estimates only by the 1980 U.S. Census for the Los Angeles SMSA

STATEMENT OF VICTORIA VERCHES, PAST PRESIDENT, ASSOCIATION OF MEXICAN AMERICAN EDUCATORS [AMAE]

Ms. **Verches**. Thank you very much. And thank you very much to you, Congressman Hawkins, for your invitation today to present testimony and to the Chicano Hispanic Caucus for also, for their invitation.

For the record, my name is Victoria Verches, and I am here today representing the Association of Mexican American Educators more formally known as AMAE. And I will refer to ourselves as such.

Just a brief background. AMAE was founded approximately 23 years ago, and incorporated by a group of educators who felt that—who had great concern about the educational programs that the Chicano-Latino students, then called Mexican American were facing and incorporated our organization to advocate on behalf of those programs.

I would like to also say that in terms of what we are presenting, I may repeat myself, and take up some additional time in doing so or repeat—excuse me—the information that has already been given, but again in terms of repetition it is sometimes very valuable in that we emphasize where the needs really are and what issues we are facing.

The condition of education for the Chicano-Latino child in California and the United States has been fairly well publicized recently. No doubt the committee has been frequently apprised as in this hearing of the abysmal statistical picture of the current state of education of language minorities who have also had historic—have had a history of economic deprivation.

Probably the statistic most often cited is that of the dropout or pushout as this phenomenon is now frequently referred to. While some may quibble over the methodology used to arrive at particular figures, it is clear that of every 100 Chicano-Latino students who begin high school in California, only about 50 to 55 will be around for graduation.

This does not take into consideration those who drop out before entering high school. Secondly, for those who do remain the quality of the school experience must be measured in terms of academic outcomes. Studies consistently show that on SAT and other standardized measures, our Latino students are consistently and significantly below norm.

However problematic the use of standardized tests with minorities might be, we do know that these tests determine to a great degree who gets into college, and also can fairly accurately predict who will succeed.

Given that we talk of language minorities, we are including individuals who may have little or no ability in a language other than English. And maybe anywhere from one to several generations removed from a dominant language environment. I want to emphasize that this does not necessarily neutralize the effects over generations of stunted language development from a lack of effective programs for limited English proficient individuals in earlier generations.

It is AMAE's contention that by failing to address the current language needs of each limited English student, we are very likely initiating cycles of school failure that will plague our society for generations to come. It is our belief that the link between school failure and programs for limited English proficient students is a viable one.

Thus, as we address the dropout problem, we must consider what we can do with the current LEP, limited English proficient students, population to prevent feeding a growing cycle of failure. The question then becomes what is the best educational approach for limited English proficient students.

When one brushes aside the emotions, the xenophobia, and the politics, and gets down to the research, the evidence is overwhelming that for most language minorities, bilingual education, that includes primary language instruction tends to be the most effective approach.

There is much evidence included in your packets. We have included some research for you. And in particular, Dr. Kenji Hokuda of Yale reviews the controversy over bilingual education in his book "Mirror of Language" and should be required reading for anyone involved in language policy issues.

In addition, legitimate evaluation studies of effective bilingual programs are discovering that bilingual education is not only a viable but a superior approach for LEP children if it is done correctly. It is AMAE's position that our children should be taken out of the political arena and that they should be given the best possible chance to become contributing members of our society.

Based on the literature and based on the research and on our experience, bilingual education is the best way for the Spanish speaking LEP students, and it is not harmful to any other student. Indeed, all students can and should benefit from quality language programs.

In considering language policy, you are urged to look beyond bilingual education for just the LEP student and begin thinking in terms of bilingualism for all students.

In addition, to the testimony, I would like to focus in on some specific recommendations or areas of concern that we feel we would like to see more guidance from the federal level in terms of what is happening and in the state mandated programs. And also perhaps some monetary support with regard to legislation and innovative programs.

First of all, the question is once again, what is the purpose of education for our students? And I feel that Dr. Hurtado very well presented the issue of student empowerment. The ability for our students to learn to—education should give our students the skills to think for themselves, to be able to analyze issues, to be able to solve problems, and to relate all of this as to how it meets their needs and it affects their lifestyles.

When we focus too much on test taking, we focus too much on skill memorization, we are not teaching our students to think. We are teaching our students to merely mimic what we wish them to do, and so they get As, or they get Bs because they memorized their multiplication facts, but they don't know what multiplication is all about, or how to apply it to daily life.

I suppose my testimony is more one based on somebody from the field and how we see that—the issues. We talk also about why are we not doing? We know that there has been a dropout problem for many years. Why haven't we done anything?

Well, there are some exemplary programs, and I know you will receive that information. But in addition, let us not forget that teachers and administrators, educators and board members as well as politicians and other people who make policy all reflect society and the ideas of society.

And we cannot get away from that issue when you look at how society views the minority child in particular in areas where you have large language minority children, and how policies are being made today.

And so we say there is great concern when educators will come up to hearings such as this perhaps to—and within their own state, and you have a body of educators from all different areas. You have administrators coming together and field teachers as well as board members saying this program works.

And then that information is totally put aside so that people who are making policy feel they know more about education than the people who are the educators and who have done the research. So you see when you talk about dropout, I think it is a greater societal problem not just one in the schools, because the society directs what happens in the schools, the thinking of the schools.

There are some issues such as early childhood education. We need stronger support at the federal level for early childhood education. We have seen a change in family organizations. We have single parents. We have parents who have to work and leave their child either alone or with other people to raise. We have the issue of young parents, and we have the issue of young future parents.

And some of our early childhood education programs can help to intervene very early and teach parents how to work with their younger children facing all of these issues. And I feel that the school is one place to start and provide preschool education for our children that can make a great deal of difference in their future education through grade school.

Secondly, are innovative language programs, and by maintaining for example the integrity of Title 7, but providing the opportunity for teachers and teacher training programs to teach teachers how to teach language.

One of the things that we find with new teachers coming through is that they don't know how to teach the English language. And why? It is a very elusive, sometimes a very difficult area, yet we are not putting enough emphasis at both the teacher training level and in the schools for teachers to learn how do you teach language, be it the English language or any other language.

And we feel that we can deal with that in terms of some, for example, innovative grants. One thing we have to remember about grants in teachers is that some of our most creative programs come from teachers being able to apply for grants developing your own innovations,. computer programs, technology programs, some of our fine arts programs are dealt with by teachers being able to develop their own programs, and being able to provide innovations across the board in their own classrooms to their students.

When we look at overcrowding. I work for Los Angeles Unified School District. We received a—we commissioned an outside corporation to do a demographic study, to do two things. To do the study as well as to see how close we were coming to our own—in terms of our own projections.

The demographic study showed that by the year 1995, L.A. Unified was going to have a total population of 770,000 students. We are presently at 560,000 students. That is an over 200,000 increase, and that the Latino population is the one driving that increase.

So we see many concerns with the building of new schools, the types of responses we are getting from the community, in terms of having to build those schools, or in terms of having to change calendars to meet the needs.

And Dr. Hurtado very clearly pointed out that our schools are getting larger, and yet research shows that the smaller school is the one that is going to do the best job for our students. And so where do we stand in terms of that type of dilemma?

And with regard to the overcrowding. It is not the immigrant that is really—that is pushing up the growth. It is the natural birth rate in the L.A. County and in the Los Angeles School District boundaries that is increasing that rate. Very little is known right now on how the Immigration bill will reflect it except that as people begin to become residents, then they will stay here, they will bring their families over, and we will continue to see a rise.

We don't foresee any leveling out because of the Immigration bill. I am going to drop out prevention. One of the things that I have to re-emphasize that Dr. Hurtado again brought out in his presentation was the emphasis on early intervention.

We must see some direction from the—any kind of dropout legislation has to include both money as well as programs for intervening in the early grade school years, counseling. One of the things that elementary schools, that is non-existent in elementary schools is counseling, counseling services for students as well as the parents, as well as the teachers.

The teachers don't have the skill sometimes to counsel these students although they have them in their classrooms six hours a day. And finally, adult education. Adult education was referred to presently, but just to go over some figures.

Last September of 1986, 40,000 adults were turned away from adult ESL classes in L.A. Unified alone. This spring 20,000 were turned away because they were not able to take classes and many of them of course did not come back because they already knew the situation was hopeless.

Yet, 192,000 were able to take at least one course of ESL last year in L.A. Unified. There are concurrent programs, and I gave you a brochure on concurrent programs which also assist with regard to this issue. Concurrent programs are programs where students attend part of their day at the high school, and part of their day at a community college campus or an adult school where they are able to take both technical training courses as well as language proficiency courses.

And we are going to see again an increase in citizenship classes and immigration classes. The need for ESL but also the need for citizenship classes in order to pass the tests that are being required.

In summary, we certainly see that money and that grants can provide at the federal level can provide for one way to approach some of these concerns. But it is the policy decisions and the way that money in general is allocated that dictates what the priorities are for education both at the state level and at the federal level.

Again, our concern is that we can give our testimony and we of course the importance is to provide you with ways in which you can develop legislation to meet these concerns. But there are many other legislators out there at all levels who have other agenda items, and we feel strongly that meeting the needs of the limited English proficient, or the language minority child may not be one of those items. And that is the difficulty we face here in California, I feel, and across the nation.

But we are always hopeful, and we come to you and thank you once again for inviting us, inviting me to come and share with you the many concerns that we have with regard to the issue of education for the Latino-Hispanic child.

Thank you very much.

[The prepared statement of Victoria Verches follows:]

PREPARED STATEMENT OF VICTORIA VERCHES, PAST PRESIDENT, ASSOCIATION OF MEXICAN AMERICAN EDUCATORS [AMAE]

My name is Victoria Verches, and I represent the Association of Mexican American Educators of California. We are commonly referred to by the acronym A-M-A-E or AMAE, and I will, in the rest of my presentation refer to the Association as AMAE.

If I may, I will give a little background on the Association before I go into the principal part of the presentation. AMAE was incorporated 23 years ago in recognition of a need for an organization that specifically addressed the educational need of the Mexican and Latin American communities. We currently have over 20 chapters throughout the state, from the North Central Valley and the San Francisco Bay Area to the Mexican Border. We have approximately 1,500 state members and about 1,000 more local chapter members. We are a legally incorporated statewide organization that specifically addresses the issue of Mexican American and Latino education in California. We thank you very much for your invitation to address you today.

The condition of Mexican American education in California and the United States has been fairly well publicized recently, and no doubt the committee has been frequently apprised of the abysmal statistical picture of the current state of education of language minorities, who also have a history of economic deprivation. So a quick review of some of the more salient statistics should be sufficient.

Probably the statistic most often cited is that of the drop-out or push-out, as this phenomenon is now frequently referred to. While some may quible over the methodology used to arrive at particular figures, it is clear that of every 100 Mexican American students who begin high school in California, only about 50 to 55 will be around for graduation. This does not take into account those who drop out before entering high school. Secondly, for those who do remain, the quality of the school experience must be measured in terms of academic outcomes. Studies consistently show that on SAT and other standardized measures our Latino students are consistently and significantly below the norm. However problematic the use of standardized tests with minorities might be, we do know that these tests determine to a great degree who gets into college and also can fairly accurately predict who will succeed. Given, that when we talk of language minorities we are including individuals who may have little or no ability in a language other than English, and may be anywhere from one to several generations removed from a dominant Spanish language environment. This does not necessarily neutralize the effects, over generations, of stunted language development from a lack of effective programs for limited English proficient individuals in earlier generations. It is AMAE's contention, that by failing to address the current language needs of each limited English student, we are very likely initiating cycles of school failure that will plague our society for generations to come. It is our belief that the link between school failure and programs for LEP students is a viable one.

Thus, as we address the "drop-out" problem, we must consider what we can do with the current LEP population to prevent feeding a growing cycle of failure. The question then becomes what is the best educational approach for limited-English proficient students? When one brushes aside the emotion, the xenophobia, and the politics, and gets down to the research, the evidence is overwhelming that for most language minorities bilingual education, that includes primary language instruction, tends to be the most effective approach. There is sufficient evidence to support this in the literature, and you are directed to the works of scholars such as Jim Cummins, Wallace Lambert, Fred Genessie, others who by the way are from Canada and are not dependent on bilingual education for their jobs. Dr. Kenji Hakuda of Yale reviews the controversy over bilingual education in his book, "Mirror of Language," and should be required reading for anyone involved in language policy issues. In addition, legitimate evaluation studies of effective bilingual programs are discovering that bilingual education is not only a viable; but a superior approach for LEP children, if it is done correctly. (I have attached an article by Drs. Tom Carter and Michael Chatfield for your information.)

It is AMAE's position that our children should be taken out of the political arena and that they should be given the best chance possible to become contributing members of our society. Based on the literature, based on the research, and based on our experience, bilingual education is the best way for most Spanish speaking LEP students, and is not harmful to any student. Indeed, all students can and should benefit from quality language programs. In considering language policy, you are urged to look beyond bilingual education for just LEP students, and begin thinking in terms of bilingualism for all students. Thank you again for the opportunity to address you.

Mr. MARTINEZ. Thank you, Victoria.

I am going to turn the questioning over to Mr. Torres to begin with.

Mr. TORRES. Thank you, Mr. Chairman.

Indeed, all three of you presented to us some rather startling statistics and figures and perhaps what I would say are some salient perspectives for the future.

The last testimony certainly did that. I would like to ask a question on a topic that all three of you dealt with, a general overview of the problem of dropouts, the problem of adult illiteracy in education .

We heard statistics from the previous panel as well on this. Do you know or do you have any cost benefit analysis done on the effectiveness of adult literacy programs, dropout prevention, or any other educational programs that are targeted at Hispanics or Blacks?

Do you have any kind of hard material on this area? Cost analysis. I ask that only because I know that when we go back and my colleagues go back and begin to do markups, and begin to do the various rudimentary steps of initiating legislation, there is often not enough understanding of the cost benefit and how it affects people here.

Mr. FAJARDO. Let me try to address that. I do not know of any specific hard, you know, dollar figures, or cost benefit analysis that looked at dollar comparisons in terms of costs and benefits.

I would if I may just point out a number of items that I think have to be thought about in going through this kind of an analysis. I will give you an example.

As you both know, I was in Washington when they were talking a lot about the immigration debates. And one of the things that was part of that discussion was English as a requirement in order to get legalization. There was also a large discussion about the need for persons to kind of demonstrate their willingness to get into citizenship programs and become citizens of the United States.

There was an emphasis on trying to get those persons to participate. The English only people talked a lot about wanting to bring people into the society and have them participate. Going back to the immigration bill, however, there was a specific emphasis on requiring individuals to learn English or to be enrolled in classes as a condition for acquiring permanent resident status in the United States.

I think it would be very, very unfair, perhaps illegal, to impose upon a group of people a requirement such as that saying we are going to require you to learn English or be in classes, and then not make available the kind of resources that are needed so that when the person shows up for a class, or wants to enroll, finds that the doors are closed because there are too many people already that are ahead of them.

And so the Congress has already in that particular instance stated a policy decision that it wants people to learn English. And so I think it would also be appropriate to make available the kinds of resources that are necessary so that individuals can learn English.

That is only one example, but there are many others. But those are the kind of things I think that should be taken into consideration in addition to the dollar kind of figures.

Mr. PACHON. Congressman, let me say that there is a stream of literature that started in the Great Society days about the benefit of education that is out there, that the best place for it is basically in Washington through the Urban Institute and Brookings.

There is another stream of literature I think through the Department of Education letting us know about adult education costs. It seems to me that it may be appropriate that CRS would be able to be the best institution to synthesize these two streams of existing data, and if you wish, I know that we could at least give you the questions or the parameters of what such a synthesis would be like.

And it is critical to our community given the average educational level of the average Hispanic.

Mr. TORRES. One more question, Mr. Martinez, if I may. You have talked in rather expanded terms about the problem of already loaded classes for English.

I have heard a charge made, that there are people who are in these classes that are not really the people that we target English classes for.

In other words, there are students that are taking advantage of free classes as opposed to paying for private classes. Have you ever heard this charge? This consequently would drive down the availability of spots for people who are unable to pay, or who perhaps should be getting this kind of instruction.

Ms. VERCHES. Because presently the adult education classes are part of the public school system, it is very difficult to identify whether there should be a—I mean, right now, the policy is not that we would identify whether a person is eligible for a free class or what the rating scale would be such as in other areas of legal aid type of thing where you would have a scale.

Yet, for the most part, in my understanding of the adult education ESL programs, the majority of people are people who definitely are in need of these ESL classes, and in the Los Angeles area certainly people who really do not need to have to pay for classes, they have enough other economic problems that the ESL classes, if at all possible, should be free to them, in particular with this new mandate for learning English in order to become a citizen.

I do not know at this time if there is any research being done as to how we could develop a scale, a rate, or some kind of a pay scale, but I could get——

Mr. **Torres**. Do you feel there should be a criteria?

Ms. **Verches**. Right now, from what I know of this situation, I do not feel there should be a pay. I feel that people who would be subjected to that are going to be the people who are in most need of these classes, and who deserve to have that opportunity through public services.

Mr. **Torres**. Thank you.

Mr. **Fajardo**. If I may, Congressman.

I have heard those kind of charges made, especially of students that are apparently receiving financial aid from federal sources of various kinds, being given preference for certain kinds of classes over others.

I have not done any investigation into those charges, so I don't know whether there is anything to them or not. I do though believe that there is some concern at least with my organizations and some of the organizations that I work with, legal organizations we work with, about the process and the procedures.

I think that one of the things that is a problem is a question about whether there is a process, a fair process for evaluating students coming in, first come, first served, for example. Or making sure that there is a waiting list even, that the person can get on to know that as seats become available, that person will have access to a class.

There is a lack of that kind of process and procedure, or apparently there is, and that makes it more difficult for students who don't have access to the class to even know when they are going to be available. And a lack of that kind of process makes it also difficult in order to meet requirements such as the language requirements for the immigration bill.

There is no record that you have even attemped to get into a class, or that you are on a waiting list for a class. I think that could make it more difficult to meet other requirements.

The **Chairman**. Thank you. Mr. Martinez.

Mr. **Martinez**. Yes. I just have a couple of comments on this area. When you say the requirement, it is also history and government.

Mr. **Fajardo**. That's right. That is true.

Mr. **Martinez**. Which is an added burden, and even though, and I would not expect that the adult education system there are still the lack of sufficient funds to provide for those classes.

So it puts a multitude of the burden on the person that is applying for that legalization because it is a two-tiered system. He applies for legalization—he applies, and he is granted temporary legalization while he qualifies for permanent status. And there are a whole lot of other requirements.

And if he is unable to get in that pool, I have asked that question, and not answered it yet, what happens if the person is not able to enroll in a school? Is the fact that he attempted to or he put his name on a waiting list sufficient? Because it does not say that.

And therein lie the pitfalls for many of these people who are going to come forward presenting themselves for legalization, only to find that they get deported instead.

The other thing that I would like to comment on is the number of—I totaled up while we were hearing testimony—the number of residents in my district alone that are legal residents here but not citizens. There is another stat we have to add to that if we are going to do something about it, and that is how many of them here have been legally for the period of years required, five years, to become citizens.

And I would like to see the number that is available. The other thing that I would like to know: Is NALEO realizing that a requirement of citizenship is English is which is back to the other question. We do not require that of legal immigration, yet we required it for amnesty of these people which I think is a double standard.

And I wonder if there is not a question, a constitutional question here. If you require—if you don't require legal immigration people to be enrolled in government classes, you only require that after they have been here five years and they want to become citizens, is it reasonable to expect that people that are going to get legalization under an amnesty program which means full forgiveness of the original sin, is it right to require them that condition.

Mr. **Fajardo**. There is a question there because I am not sure whether legal or illegal is the appropriate term. I am not sure that it is not illegal for the Congress to impose whatever requirements it so chooses.

I think there is a real fairness question however, that it is apparent that the Congress when it discussed those issues wanted to impose certain requirements that approached the requirements that were necessary for citizens simply to become legal residents of the United States, and there is a real serious question about fairness there.

There is also another question though that it goes to, and it is a very similar kind of a thing that is happening in the English only movement, and that is impose requirements of learning or knowing English in order to participate, in order to get services, in order to vote, in order to do any of the other kinds of things that taxpayers should be able to do.

The problem is that everybody wants to impose the requirement that people know English but they do not want to make available the resources to make, to allow persons to learn the language. People want to learn the language and there is no question about that. But the resources are never followed there to help those persons meet those requirements.

Mr. **Martinez**. Which goes back to the follow-up question I was going to ask you. I know NALEO has undertaken trying to encourage and promote citizenship among this great number of people. That 68,058 people, you are going to add to that the number of people that, absolutely somehow through some miracle, get through this legalization process and are now legal residents, permanent residents.

Because I imagine it will expand that number greatly, and now we have the problem that we are—that NALEO is a concerted effort to try to make these, get these people to become citizens and participate fully as residents here, what have we got in the way of a structure that provides all of the things that we are talking about that there is a shortage of now, the resources to learn English and history and government, that citizenship requires?

Mr. PACHON. Well, it is a real problem because when we first took our assessment of who was helping out citizenship applicants, when we looked at Southern California there were only something like 14 organizations in all of Southern California to service 800,000 people.

So obviously there is not the community infra structure there. Second point in response to your question is that the clock is ticking four or five semesters from now, that you have to pass that legalization, the second step of legalization is to pass it, either the exam that INS administers.

And right now when they give it folks, they are turning away 27 percent of those folks. What is going to happen to that 27 percent if we use that same percent for the undocumented.

We are trying to refer people to classes that offer English, but the need is there. And there are not enough courses offering English or citizenship.

And the final point is that the statement, or the numbers on that page showing the percentage of people who are not citizens, that was based on 1980. So almost by definition this is 1987, those people have been here, and there is about 40,000 to 70,000 just Mexican immigrants coming here to this country every year.

So those numbers have increased, and so that is probably an understatement of the material you find in the record.

Ms. VERCHES. Just briefly, I would like to just comment on the issue of the ESL adult programs in that our society is based on free enterprise. And as the need becomes greater for these people to get into programs, and there are no public programs that they can afford, or that are open to them in terms of public schools, that businesses will increase in terms of charging exorbitant amounts of money to teach someone English.

Amounts, enough money to perhaps take away the money that would normally go to food and clothing, basic necessities that they will have to put in now to learn English or to get citizenship classes that cannot be provided.

And I think that is something that the federal government and the legislator needs to monitor and respond to immediately if we see that there are these types of programs with no kind of accountability to them.

The CHAIRMAN. May the Chair thank the witnesses for their testimony today. I think the hearing has been certainly constructive and very worthwhile. I wish to thank my colleagues, Mr. Martinez, a member of the committee on Education and Labor and Mr. Torres, who is the chair of the Hispanic Caucus being so attentive and having urged the Chair to call the meeting today and participate in it.

I think it has been worthwhile. I think it is going to result in legislation changes that we would not otherwise have made because we were able to get this testimony in.

The Chair would like to announce that at 2:00 o'clock this afternoon, there will be a continuation of another hearing on the homeless, and I would urge anyone who is interested in that subject to be back with us at 2:00 o'clock this afternoon. Thank you. That concludes the hearing.

[Additional material submitted for the record follows:]

[Whereupon, at 12:45 p.m., the committee adjourned.]

Rare

Effective Bilingual Schools: Implications for Policy and Practice

THOMAS P. CARTER and MICHAEL L. CHATFIELD
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A paradigm of the relation between bilingual program effectiveness and schoolwide effectiveness is presented. A case study of Calvin J. Lauderbach Community School, an elementary school in which both school and bilingual programs are effective, is presented. The analysis of Lauderbach highlights both the dynamic nature of the effective school and the mutually reinforcing interaction between bilingual programs and school context that produces high levels of student achievement. Implications for further research and for policy matters are presented and discussed in light of the Lauderbach case study.

During the last decade research has clearly demonstrated that certain schools, called *effective*, successfully educate the so-called disadvantaged. There is justifiable disagreement concerning characteristics common to such schools and concern about the quality of the research. Regardless, it is certain that in a very few schools poor and disadvantaged minority children behave academically in ways similar to their more socioeconomically advantaged majority-group peers (see Rutter 1983; Stedman 1985; Rowan et al. 1983 for critical reviews of this research). Research on such effective schools challenges the basic assumption, almost unquestioned previously, that family social variables predetermine student outcomes. It refutes the conclusions of the Coleman Report (Coleman, Campbell, Hobson, McPartland, Mood, Weinfield, and York 1966) and its progeny that school conditions exert little or no influence on children's achievement independent of home-related factors. Inversely, research on effective schools supports what every thoughtful educator knows intuitively: that schools *can* make a very real difference. These developments are a revolutionary turn of events, challenging America's folk wisdom and the educational policy derived from it. Further, they challenge educators to create many more effective

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schools, and policymakers to establish the conditions that promote their creation.

Concurrent with the emerging research on effective schools is a most acrimonious public debate on bilingual education. This controversy reaches deep into America's treasured beliefs about one national culture and one national language, deep into the ever-cherished melting-pot ideology. Regardless of the many roots of the debate, one issue is unresolved. Does bilingual education work? If research implies that non- and limited-English-speaking Hispanic children of low socioeconomic status (SES) can perform well academically, the answer is unequivocally *yes*. During the last five years effective elementary schools with effective bilingual programs serving such children have been identified, described, and analyzed. (Carter and Maestas 1982; Cazden 1984.)

This paper reports on what appear to be effective bilingual program segments in what are unequivocally effective elementary schools. In these schools *both* limited-English-proficiency (LEP) and English-only (EO) poor children perform very well academically. The problem is compound: Does bilingual program effectiveness promote LEP success or does the effective school environment do so? Or are positive student outcomes produced by the interplay of both? To assist in resolving this quandary it may be useful to consider the four-cell paradigm (table 1) that juxtaposes school effectiveness and bilingual programs.

This paper is concerned with schools described in cell I. It is strongly suspected that high-quality bilingual programs *within effective schools* are essential to the academic success of economically disadvantaged language-minority children. We doubt that bilingual programs acting independently of an effective school environment are sufficient to

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produce sustained positive student outcomes. This, if true, should encourage a serious questioning of the belief that bilingual programs are panaceas in themselves. Cells II and III may be possible, although no serious study is known showing that poor bilingual programs in effective schools are successful; likewise, there is no clear demonstration that good programs in ineffective schools produce sustained positive student outcomes. However, since the vast majority of bilingual programs are found in ineffective schools, it is crucial to pursue the independent improvement of programs. (It is undoubtedly easier to create an excellent program than an effective institution.) A number of examples of success in such endeavors have been informally reported in California (Gold and Tempes 1985; Morland 1985). These have been long-term interventions to implement the Bilingual Theoretical Framework developed by the state department of education (Evaluation, Dissemination and Assessment Center 1981).

Unfortunately, almost all bilingual programs are found in cell IV—that is, in conditions of both institutional ineffectiveness and program inadequacy. We estimate that three-quarters of California's bilingual programs are in schools serving the economically disadvantaged. Many are in ethnically unbalanced, segregated schools; even when not in ethnically isolated schools the bilingual track is predominantly minority in composition. It is doubtful that more than one in 100 segregated schools serving poor minority children is effective.

If the paucity of examples of both excellent bilingual programs and effective schools reflects the real world—and there is little doubt it does—the problems are both clear and compelling. More exemplary

TABLE 1

Bilingual/Effectiveness Paradigm

BILINGUAL PROGRAM STATUS	SCHOOL STATUS	
	Effective	Ineffective
Effective	I J. Calvin Lauderbach and two other schools	II Possible existence but unreported
Ineffective	III Possible existence but unreported	IV The overwhelming majority (perhaps 95 percent) of schools serving poor, language-majority children

programs and more effective schools must be located, described, and analyzed; models of success must be found. Such models are essential to further efforts toward improving schools and thus empowering language-minority children. (Cummins 1986) If, as is suspected, cell I (effective programs in effective schools) is the most common situation in which language-minority children achieve at high levels, the complex interplay between program and school must be analyzed and powerful efforts toward radical school improvement must be undertaken.

Analysis of bilingual programs must move beyond its present superficial level. All too often the variables described and manipulated include *only* student characteristics and learning outcomes. This seriously slights the complex interrelationship of curriculum, classroom conditions, organizational processes, school social environment, and the multitude of other variables that constitute the institutional endeavor. Schooling is far too complex to be reduced to a simple cause-effect relationship. Entrepreneurial efforts of program developers to the contrary, people and institutions—not the inherent characteristics of specific programs—cause a bilingual program (or any program) to fail or succeed. It is imperative to recognize that no one specific arrangement of content and method (and language) is a panacea.

Literature on effective schools, as exciting as it may be, is equally and similarly flawed. In-depth analysis of effective schools is lacking. The present unfortunate practice of identifying common attributes is shallow and misleading. Such interpretation violates reality, presenting a flat perspective on schools. Characteristics or attributes associated statistically with effectiveness are not what make an effective institution; rather, such schools are produced by a set of dynamic interrelationships and processes. Rarely does research or analysis penetrate the surface. Efforts must be made to do so if data on effective schools are to be useful in efforts toward substantial school improvement.

The present, almost universal, school-improvement strategy is an "implementation of attributes" approach. Implicitly—and sometimes explicitly—it postulates that if a school manifests the characteristics common to effective schools, it too will be effective (see Smock [1986] for a description of these assumptions and the associated strategy for changes). Such an approach lends itself beautifully to the bureaucratic, top-down change strategy popular among legislators and the administrator establishment. This approach holds little hope for sustained success; other approaches must be attempted and analyzed (Cuban 1984). Serious, objective research is required to analyze school improvement strategies and ultimately to develop strategies appropriate to the complexity of effective schools (see Lehming and Kane [1981] for a comprehensive discussion of the problems of school improvement).

This paper makes no claim of providing solutions to the profound problems associated with educational change, knowledge utilization, and innovation acceptance; rather, it presents a brief analysis of conditions and processes found in J. Calvin Lauderbach Community School and the two other schools previously studied (see Carter and Maestas 1982). These conditions, characteristics, and attributes are similar to those reported in the literature on effective schools. However, the description and analysis of effective bilingual schools presented here stress the operation of well-established processes, systems, and mechanisms that successfully meet essential organizational functions. The analysis is based on the view that effective schools are not merely an aggregate of common attributes or characteristics but manifest a set of common processes that function continually to maintain and improve school effectiveness. This process conceptualization suggests substantial modifications in intervention strategies and school administration and public policy influencing both. Our stress on social climate builds on the thinking of Sarason (1971), Brookover (1979), Hallinger and Murphy (1986), Rutter, Maughan, Mortimore, Ouston, and Smith (1979), and others who emphasize its crucial importance.

While the following description and analysis may be useful, it must be borne in mind that no such study can possibly reflect the immense complexity of the dynamic, effective elementary school. This description merely reiterates the need to (1) know a great deal more about good bilingual programs, (2) understand effective schools in all their complexity, and (3) come to understand causal relationships—and thus (4) gain insight about intervention strategies appropriate to such complex situations.

Effective Bilingual Schools

In 1981 three effective bilingual schools were identified, described, and analyzed. (Carter and Maestas 1982.) One was a 99 percent minority school in the East Los Angeles barrio, another a small ethnically mixed school located in a rural agricultural community in Southern California. Since the time of the 1981 study these schools have undergone numerous changes with unknown influences on their effectiveness. The third school identified, J. Calvin Lauderbach Community School, has been studied continually to the present. While the Anglo population size and other factors differed, the three schools served very similar Hispanic populations. ("Anglo" is a Southwestern term meaning majority-group member; it does *not* designate Anglo-Saxon origin, although this is its derivation.) Underemployment, poverty, low levels of parental education, large percentage of LEP children, and high transiency characterized all three situations.

Five years ago the three schools shared common characteristics, attributes, and processes. The earlier report found that an effective bilingual school was characterized by the following:

A. A well-functioning total system producing a school social climate that promotes positive student outcomes
B. Specific characteristics crucial to the development of effectiveness and thus to a positive school social climate
  1. A safe and orderly school environment
  2. Positive leadership, usually from the formal leaders
  3. Common agreement on a strong academic orientation
    a. Clearly stated academic goals, objectives, and plans
    b. Well-organized classrooms
  4. Well-functioning methods to monitor school inputs and student outputs
C. A positive school social climate
  1. High staff expectations for children and the instructional program
  2. Strong demand for academic performance
  3. Denial of the cultural-deprivation argument and the stereotypes that support it
  4. High staff morale
    a. Strong internal support
    b. Consensus building
    c. Job satisfaction
    d. Sense of personal efficacy
    e. Sense that the system works
    f. Sense of ownership
    g. Well-defined roles and responsibilities
    h. Belief and practice that resources are best expended on people rather than on educational soft- and hardware

Analysis led to the conclusion that processes are more determinant of effectiveness than are structures and attributes. There was little commonality of curricula, organizational arrangements, specific teaching techniques, or organization of classrooms. What characterizes Lauderbach today *was* characteristic of the other two schools five years ago; only additional study could verify their present situations. However, only with Lauderbach are we certain of the present situation. For that reason Lauderbach is employed here as the exemplar of the effective bilingual elementary school.

The Setting

Lauderbach is located in Chula Vista, a middle-sized, incorporated city south of San Diego. It is the first major community north of California's Mexican frontier. Chula Vista is one link in an unbroken chain of suburbs that stretch south from San Diego. Chula Vista is a diverse community and is fairly representative racially, ethnically, linguistically, and socioeconomically of the San Diego metropolitan area. Like the metropolitan area, it contains prosperous middle-class, mostly Anglo, sections, as well as lower-class areas that include some very depressed pockets of poverty composed primarily of Hispanic groups, mostly Mexican-Americans.

This community is served by the Chula Vista City School District, a K–6 elementary system with an average enrollment of some 15,000 children in 28 schools. The district is approximately 55 percent minority, of whom some 40 percent are LEP at school entrance. Minority children are predominantly of Mexican or Mexican-American heritage, although almost all groups are represented.

The school within its community.—J. Calvin Lauderbach serves one of the poorest populations in the district. Of the total 1981 school population, 30 percent were from families receiving Aid to Families with Dependent Children (AFDC), and some 45 percent came from single-parent homes. Almost all the Mexican-American children, some 82 percent, were from low-income families. Eighty-seven percent of the LEP children came from economically poor families. Today the situation is similar, with slightly more socioeconomically disadvantaged and more LEP students. Almost all the Hispanic children have Spanish as their home language, and, as measured by the Bilingual Syntax Measure, some 55 percent are LEP at school entrance. The school has a 50 percent transiency rate.

Some 600 children currently attend Lauderbach. Approximately half are Hispanic, roughly 30 percent are Anglo, and the remaining 20 percent are either black, Filipino, Laotian, Japanese, or Guamanian.

Somewhat unusually, Lauderbach's immediate community includes a large number of retired senior citizens. Many live in trailer parks, a poor housing situation not to be confused with more luxurious mobile-home communities. The vast majority subsist on very low fixed incomes derived from Social Security or minimal pensions.

Within this milieu, the district has encouraged and supported a unique institution. In 1973 Lauderbach was the first so-called community school in San Diego County and among the very first in California. Lauderbach's community-school philosophy focuses the attention of the retired, the poor, and the minority community on the school as an agency to help resolve problems. School facilities and expertise are employed to assist in this process. The community serves the school, and the school serves the community in innumerable ways. The Mott Foundation of Flint, Michigan, provided a small amount of seed money to assist the early movement toward the community-school concept; however, it has been district supported for the last nine years.

The school itself.—There is nothing unique about the design of Lauderbach's physical plant. Like many Southern California schools, it is frame and stucco, one story, and of a finger-plant design. The buildings are approximately 30 years old; regardless, they are immaculate, very well maintained, and most attractive. There are no broken windows or other evidence of vandalism; nor is graffiti evident. The grassy play area is most ample.

Evidence of student and community activity abounds: two preschool classrooms are located on the grounds, a clubhouse room faces the main patio, and announcements of adult activities clutter the bulletin boards. Interestingly, the campus is never closed; the community has constant access to yard and play areas 24 hours a day. There are 21 classrooms, an auditorium/cafeteria, a kitchen, a library, and a number of small offices. Facilities are in almost constant use by staff, students, and the community.

The staff at Lauderbach are enthusiastic, positive, and well prepared. They are multiethnic, reflecting varied and broad backgrounds. For the size of the school, the staff is relatively large. Of the 19 teachers, one is black, seven Hispanic, one Filipino, and nine Anglo. Six are fully certified bilingual teachers. There are 11 Hispanic and 12 Anglo instructional assistants. All Hispanics are Spanish speaking. An additional six English monolinguals team with them to create 12 classrooms in the "bilingual strand." Today's support staff is substantially smaller than it was in 1981, economic conditions having caused significant reductions; the school has lost a full-time nurse, librarian, social worker, speech therapist, and community-school specialist. The community-school specialist has been replaced by a part-time coordinator from the senior-citizen volunteers. Regardless, the support staff for a school of Lauderbach's size is still large. The district allows principals great latitude, permitting Lauderbach to implement its principal's belief that money is best spent on people, not things. All three schools studied reflect a similar "people priority." All are flexibly utilizing whatever funds are available to increase and support the human effort. The services provided by the large full-time staff at Lauderbach are provided by creatively employing funds regularly available to California schools that serve economically disadvantaged LEP populations. No special [illegible] supports the Lauderbach effort. In September of 1984, the principal who had presided over Lauderbach's move toward effectiveness was transferred to another district school. Study of Lauderbach over the past two years indicates that its effectiveness is being maintained.

The Process of Continuing School Improvement

Lauderbach is a dynamic, continually improving institution. In order to sustain this process three major groupings of activities or processes are operative. These are conceptually divided into those that (1) provide direction, (2) promote instructional improvement, and (3) sustain and improve the learning climate. All effective schools establish and support various mechanisms, organizational arrangements, structures, or behavior patterns that carry out these functions. Lauderbach's arrangements and specific mechanisms to accomplish these functions differ from those of the other schools studied; there appear to be no specific arrangements necessary to accomplish the required tasks. The three groups of activities are "inputs" that contribute to and sustain "climate outcomes," which in turn interact reciprocally with "student outcomes." Outcomes and inputs are continually monitored in innumerable ways: effective schools are consciously self-analytical. Lauderbach initiates and sustains these processes very successfully, thus producing a school climate supportive of high achievement, good attendance, and other positive student outcomes. Ineffective schools operate inefficiently, to produce negative school climates and, consequently, negative student outcomes.

Student outcomes.—Effectiveness is primarily demonstrated by indicators of student learning. At Lauderbach three types of evidence clearly support the notion that poor kids are learning as well as middle-class kids. These include evidence from the results of district proficiency tests, the California Assessment Program (CAP), and standardized, norm-referenced tests. Lauderbach's success must be considered in light of the SES and educational and linguistic backgrounds of the community it serves. According to the state department of education analysis, Lauderbach is within the twenty-fifth percentile of California's elementary schools; that is, considering its student SES and ethnic and linguistic composition, some 75 percent of California schools rank higher. The district is at the fortieth percentile, placing it higher socioeconomically than Lauderbach. Lauderbach is socioeconomically in the lowest quartile of California's schools and, according to the logic of the state's assessment program, would be expected to produce student outcomes in the lowest quartile. While this prediction oversimplifies a most complex causal chain, the logic supporting such an expectancy is generally in line with the unquestioned assumption in most research. It is also supported by the folk wisdom of the vast majority of practicing educators.

The district developed and Lauderbach utilizes a well-developed and quite specific curriculum continuum; a management system parallels this continuum. Goals and objectives are detailed, and grade-level expectations are clear. In most curricular areas rich Spanish-language materials supplement the English continuum. The management system is employed by the school to monitor student learning. Additionally, the district administers a carefully constructed, curricularly valid proficiency test at the fifth grade. Lauderbach students scored remarkably well on this test last year, as they do every year. Seventy-one percent of fifth graders passed all four subtests. This places Lauderbach ninth from the top among the 28 district schools. If one considers only the EO non-special-education children, Lauderbach scores second highest in the district with 90 percent passing all four subtests. Lauderbach students appear to be learning the basics as well as or better than those attending Chula Vista schools that have much higher SES indices. According to figures provided by the district, Lauderbach ranks twenty-second among the 28 schools in SES, as measured by the CAP SES scale. The school is in the lowest fourth of district schools in SES but in the top quartile in achievement as measured by district proficiency tests. Lauderbach children appear to be learning very well those things they are taught.

Lauderbach employs the CAP tests to monitor learning at the third and sixth grades. CAP is a relatively short test of commonly taught basic skills. It examines learning in many areas; however, emphasis is placed on aggregate scores in reading, mathematics, and written language. Scores in the three major skill areas are reported in terms of scaled scores and comparison bands. The scaled score is the schools' mean score scaled against the mean state score calculated as 250. The comparison band is the range of scores achieved by schools of similar SES and linguistic characteristics. Each spring Lauderbach's sixth graders take the CAP tests. Only those children reading in English are tested; by the sixth grade very few children are not reading in English. Table 2 provides the results comparing Lauderbach with (1) itself for the last five years and (2) comparable state schools. Lauderbach's children perform very well; in almost every area for nearly every year its sixth graders scored better than those at the comparison schools. Mean scores rarely reached the state mean in reading; however, they approached it closely. Students were less close in written expression but generally exceeded the state average score in mathematics and, recently, that in reading.

TABLE 2

Basic-Skill results for 1981–1985 in Mean Scaled Scores

Subject	Years	Lauderbach Scaled Score	California School Comparison Band
Reading	1980–81	227	198–221
	1981–82	227	181–209
	1982–83	237	205–237
	1983–84	244	199–231
	1984–85	260	215–247
Mathematics	1980–81	245	204–232
	1981–82	232	198–226
	1982–83	262	212–247
	1983–84	273	218–252
	1984–85	258	233–264
Written Language	1980–81	237	208–228
	1981–82	234	196–220
	1982–83	222	219–244
	1983–84	239	218–243
	1984–85	238	233–257

SOURCE.—Content Summary Data Grade 6, 1983 and 1985, California State Department of Education, Sacramento.

Chula Vista administers the Stanford Achievement Test every spring to assess learning in all six grades. This test is administered to those children who are receiving primary instruction in English. Table 3 presents mean raw and grade-equivalent scores for the fourth, fifth, and sixth grades in 1985. Total reading, mathematics, and language scores are presented by classes. The left column reports on classes in the bilingual strand; the right column on EO classrooms. Beneath these is each grade's quartile distribution. Lauderbach children are doing well on the nationally normed SAT. Table 3 reflects the fact that progressively more children take the SAT as they increasingly receive instruction in English. It also demonstrates that their scores move progressively upward in terms of quartile distribution. As the grade level increases, more and more children score in the third and fourth quartiles. Sixth graders in the bilingual Spanish-English strand score above those in the EO curriculum. This is probably a reflection of the fact that almost all gifted children opt for instruction in the bilingual strand.

Unfortunately, aggregate scores such as those provided in tables 2 and 3 mask and distort reality; internal distributions and patterns are

Stanford Achievement Test Scores for Spring 1985

A. *Sixth-Grade Classes: Mean Grade-Equivalent Scores*

	STRAND	
SUBJECT	Bilingual (*n* = 28)	English only (*n* = 30)
Reading	6.9	6.4
Mathematics	8.2	7.5
Language	6.7	6.0

B. *Fifth-Grade Classes: Mean Grade-Equivalent Scores*

	STRAND		
	Bilingual	English only	
SUBJECT	Class A (*n* = 26)	Class B (*n* = 29)	Class C (*n* = 18)
Reading	4.5	5.7	3.6
Mathematics	5.8	7.0	4.6
Language	4.9	5.7	3.9

C. *Fourth-Grade Classes: Mean Grade-Equivalent Scores*

	STRAND		
	Bilingual		English only
	Class A (*n* = 16)	Class B (*n* = 17)	Class C (*n* = 14)
Reading	4.8	2.8	5.9
Mathematics	5.1	3.4	6.6
Language	4.6	3.3	5.3

D. *Combined Classes: Mean Grade-Equivalent Scores*

	SUBJECT		
GRADE	Reading	Math	Language
4 (*n* = 47)	4.0	4.8	4.1
5 (*n* = 60)	4.8	6.0	5.0
6 (*n* = 58)	6.6	7.9	6.3

E. Quartile Distributions (percent of students in each quartile)

	SUBJECT											
	Reading				Math				Language			
GRADE	1st	2d	3d	4th	1st	2d	3d	4th	1st	2d	3d	4th
4 (*n* = 47)	36	21	26	17	26	32	19	23	34	26	34	6
5 (*n* = 60)	35	34	21	10	24	26	34	16	32	35	24	9
6 (*n* = 58)	18	37	28	17	10	28	22	40	23	33	26	18

[illegible] scores can particularly distort reality when the number of subjects is small. For these reasons and because of the need to examine outcomes particularly for the population of concern, specific groups of Lauderbach students were separated out or disaggregated according to estimated SES, language classification, and length of time at Lauderbach. The data included the Stanford Achievement Test scores in reading and mathematics from kindergarten through sixth grade for those 1984–85 sixth graders who had attended Lauderbach for at least three consecutive years. These "stayers" are the children who have attended the school long enough to be positively (or negatively) influenced by the instructional program and the school environment. In a sense, the analysis was structured to constitute a retrospective longitudinal study of children's progress at Lauderbach.

Exactly 50 percent of Lauderbach's 1984–85 sixth graders were stayers. Of these 29, 17 were receiving free or reduced price lunches and therefore were considered of low SES; 12 started school as LEP students. By grade 6, seven of the LEP students had been reclassified as showing fluent English proficiency (FEP). Eleven of the 12 LEP/FEP stayers were poor according to our rough-and-ready, school lunch criterion, compared to six of the 17 EO stayers.

Looking first at the results for mathematics: all groups scored very high. Virtually all the LEP/FEP stayers were at or above grade level. This was also the case for the EO group. There were no differences between the performance of poor and nonpoor children. No children manifested a pattern of falling progressively more below grade level with each passing year; even those few who were somewhat below grade level showed a pattern (or "trajectory") of rising achievement. In five cases scores fell between the fourth and fifth grades, but each child recovered between the fifth and sixth grades.

In reading, scores of the EO group were again very high, with six of the 17 children scoring above the tenth-grade level by the end of the sixth grade. As in effective schools in general, there appeared to be no difference in achievement between poor and nonpoor children. The trajectories of growth from year to year showed sustained growth for most children. The results for the LEP/FEP group were less positive than those for the EO pupils but nevertheless encouraging. Seven of the 12 LEP/FEP children were at or above grade level on the sixth-grade tests, including three at the eighth-grade level and above. Five of the six lowest scores were those of children who were still classified as LEP in grade 6—that is, children whose English language proficiency was still limited. The majority of FEP children scored at or above grade level in reading. Of the 12 LEP/FEP students, only two showed a pattern of sustained decline in reading scores. Lauderbach "works" for both language-minority and EO at-risk children.

Student outcomes as measured by achievement tests as most positive for all children at Lauderbach. The children of our particular concern, language-minority poor children, are doing almost as well as all children attending the school. When poor LEP/FEP stayers are disaggregated, they are seen to be progressively improving in achievement. Naturally not every one of these children is doing well, but as a group they approximate national norms. This pattern of student learning is not a chance phenomenon characteristic of one grade level of learners. It is a pattern established at least six years ago and continuing to the present.

Climate outcomes.—What *causes* such outstanding student outcomes? We strongly suggest that the major factor is the very positive learning climate created and consciously maintained at Lauderbach. No single program, mechanism, or process encourages such levels of student learning; rather, an aggregate of shared positive perceptions, values, and beliefs combined with appropriate supportive actions causes high levels of achievement. There is clear evidence from a number of sources that documents Lauderbach's positive school climate.

In March of 1985, Lauderbach staff responded to a questionnaire that included the relatively common perceptual instruments assumed to measure specific attributes of school climate. Table 4 illustrates staff and parents' perceptions of themselves, their activities, and their school. Only those items that clearly pertain to school climate are included.

The school's mission.—Lauderbach's mission is much more than written abstract precepts. There is almost universal agreement with the hu-

TABLE 4

Results of the Connecticut School Effectiveness Questionnaire

	POSITIVE AGREEMENT	
CATEGORY	Teachers	Parents
Safe and orderly environment	88	93
Instructional leaders	82	93
Clear school mission	82	92
High expectations	65	91
Good home/school relations	84	95
Opportunity to learn	76	96

NOTE.—Data are expressed in percent.

manistic goals set forth by the district: to "help the child living in this type of society become a total person, a fully integrated and self-actualized human being" (Carter and Maestas 1982, p. 104). Staff appear to know of, accept, and practice this philosophy. The efforts of parents, community members, and staff are combined in order to reach these goals. Lauderbach does this very effectively, continually involving community, parents, and staff in ongoing development of a shared "vision of the possible" and appropriate means to reach it. The district is explicitly committed to bilingual education, as is the school. District and school objectives were to develop the bilingual program as an integral part of—not an add-on to—the instructional program. Staff share an expectation that LEP children will master English as well as perform well academically.

Two factors clearly distinguish Lauderbach's mission from those of ineffective schools. First, there is a shared acceptance of goals and purposes; all interviewed know and concur with them. Second, those concerned actively and continually set objectives and establish strategy within the clear general goals; there is active involvement in school planning. Third, staff are cognizant of, agree with, support, and cooperatively address their mutually determined objectives. There is nothing abstract or ethereal about Lauderbach's continually evolving mission.

Community support.—Interviews and observations over a period of six years clearly demonstrate both community support for and active participation in almost every school activity. School resources are employed to aid in the solution of community problems. The school becomes a focal point of the giving and taking of service; the community serves the school and the school serves the community in innumerable ways. The following paragraphs realistically describe Lauderbach. They are quoted from an article printed by *The Link* (1981), the newsletter of the San Diego Center for Community Education.

> A walk through the grounds and classrooms of Lauderbach Community school can provide a keyhole peek at a community school process that is an integrated part of a K–6 program. Senior citizens come and go from classrooms where they share their skills and expertise as tutors and teacher assistants. A Volunteer Workshop is set up in the faculty lounge where a busy group of ladies make classroom materials and chat alternately in English, Spanish, and perhaps a bit of Japanese. A brightly painted yellow folding chair is occupied by an interested adult who is sharing a book with a group of youngsters at recess time. A school bus waits in front for a mixed group of third-graders and seniors who enjoy a field trip together. All of these comings and goings are a part of the

> ongoing community/school process at Lauderbach . . . a process that is not a program apart from others but one that weaves in and out of all other programs at the school.
> The school itself has become a focus in terms of attempting to consolidate support services, provide recreational and cultural activities, and develop a sense of community in the children, parents, staff and community it serves.

While the community specialist organizes activities for senior citizens and assists in many ways, it is the service that the community renders to the school that contributes so importantly.

A safe and orderly environment.—Tranquility, order, and courteousness characterize the school. A very simple, clearly stated "Bill of Rights" is known, accepted, and practiced by staff and students alike. The bill applies equally to adults and children. It states: "Each person has a right: To be treated with kindness. To tell his/her side of the story or give her/his views. To be safe and healthy. To have an orderly environment. To use and own property, and to be different." Amazing as it may seem, these rights appear to have become internalized and have become operating norms. Lauderbach has very few discipline problems. Only one child has been seen in the principal's office for a behavior infraction during innumerable visits to study the school. There is absolutely no evidence of vandalism; graffiti is almost unknown.

Opportunity to learn.—This commonly cited attribute of effective schools is most difficult to assess. There are at least three interpretations of it. The Connecticut survey treats the concept in two ways. In regard to whether there is ample time allocated to basic subjects, Lauderbach teachers tend to concur. On the other hand, some two-thirds of the teachers feel that pull-out programs and other interruptions interfere with instruction. However, so many of the intentional interruptions appear to have positive outcomes that it is difficult to assess their real influence. The rather low agreement rate of 69 percent with this dimension in the Connecticut survey may be due to problems in wording. Regardless, it is not due to a generalized teacher perception of a lack of opportunity to learn. Another dimension of opportunity to learn is equality of treatment of students. Children, regardless of assumed ability, race, ethnic group, gender, or language, receive equal attention. Unsystematic, but focused, observations over the years indicate general equality in quantity and quality of treatment. One item on the Connecticut survey specifically addresses this aspect: 84 percent of teachers responding agree that "all students have an equal opportunity to answer questions."

High task engagement or on-task behavior is a major positive contributor to learning achievement as well as to the school environment.

While it does not directly represent learning, such businesslike behavior adds a rather tangible ingredient to the very real but intangible school culture. Repeated counts during periods of focused observations on organized teacher-directed instruction suggest that during such periods task engagement ranges from as high as 100 percent to lows in the mid-70s percentage range; in a recent formal scanning to determine engagement, the average for eight classrooms was 85 percent. In conjunction with the administration of the Connecticut survey, San Diego County staff formally observed 19 classes, reporting average time on task to be 69 percent. A similar 1984 observation of 11 classrooms showed an average of 78 percent. These two observations ranged from 58 percent to 94 percent engagement. Averages are most misleading; suffice it to say that approximately two-thirds of the classes appeared to be at least 80 percent engaged.

Expectations and demand for student performance.—Perhaps no other attribute contributes more to a positive learning climate at Lauderbach than the generally held belief that all children can and will learn. Behavior based on these shared perceptions supports, encourages, demands, and reinforces learning. Both interviews and the questionnaire data support the notion that staff expectations for student learning are exceptionally high.

The relatively low agreement rate of 65 percent masks reality. The Connecticut statements relate to at least two major aspects: expectations for children and knowledge of school practice. Almost 100 percent of teachers responding agree that, at Lauderbach, more than 90 percent of students are expected to master the basic skills and that teachers are responsible for producing learning and hold consistently high expectations for all children. They are less certain (only 75 percent believe) that background does not determine achievement. Such questionnaire responses only superficially describe the climate of high expectations and supportive staff behavior that typifies Lauderbach. Interviews, although inadequate also, add flesh to the bones. No staff member interviewed felt that poor Mexican-American children were destined to academic failure by their home socialization or culture, and none mentioned the cultural or personality characteristics stereotypically associated with being Mexican; rather, staff reflected an understanding of what it means to grow up in poor, mobile families where Spanish is usually the only language spoken, and all felt that such children can learn but that the school must adapt to their needs. Perhaps the following best summarizes staff perceptions: It is important to have high but reasonable expectations of children. Consistency is important. If realistic high goals are set, children will do better work.

The most encouraging cultural norm operative in the three schools studied was the almost universal denial (by 98 of 99 teachers interviewed) of the deprivation hypothesis. While staff could realistically describe, without employing stereotypes, students' home life-style, they never blamed the home environment for school failure. The generally expressed view of home motivation was that it is high, that parents are doing the best that they can in most difficult circumstances and have high expectations for their kids. The teacher contention that if kids do not learn it is the schools' fault characterizes the beliefs of Lauderbach's staff. This represents a most crucial component of effectiveness. The locus of control of academic achievement and attainment is considered to be within the school; staff clearly recognize that they can solve the problem and do not blame conditions over which they have no control.

Staff morale.—In all dimensions of morale Lauderbach scores high. This was true under its previous principal and is even more true today. Interviews over six years have elicited responses that support this contention. Staff generally manifest high job satisfaction, a sense of strong internal support and ownership and that the system works, and a strong sense of collegiality and cooperation. Perhaps most important, they demonstrate a strong sense of personal efficacy. Some of these climate attributes are also measured by the ASCD Organizational Health Questionnaire. Table 5 provides staff perceptions of the 10 dimensions measured. It also contrasts percent agreed with the positive view of a dimension in 1984 and 1985—that is, during tenure of both principals. Every indication is that organizational health as defined by this instrument is generally very positive and is probably improving under the current administration.

In the area of power equalization there is a rather significant difference between 1984 and 1985. Power equalization involves areas closely related to the concept of personal efficacy. Interviewing determined that staff, in general, had a strong sense that their participation was worthwhile, that their contributions were appreciated, considered, and often acted on. A number of statements in the Organizational Health Survey report teacher perceptions of related areas (table 6). Assuming that items 20 and 21 measure efficacy, we see that the original interviews were misleading. At that time there was a very mixed teacher perception. However, information gained from observations and interviews suggests that the strong feeling of efficacy was evident and that the disagreement was more disapproval of the personal style of the first principal. The man following him is considered to be much more low-key, receptive, and democratic. Regardless, the present perception of these dimensions is clearly most positive.

There are other indicators of high morale, including the fact that Lauderbach teachers rarely request transfers; and teacher absenteeism is lower than the district average—although the difference is slight.

TABLE 5

Teacher Response to Organizational Health Questionnaires

	1985 RESPONSE				IN AGREEMENT	
CATEGORY	Strongly Disagree	Disagree	Agree	Strongly Agree	1984	1985
Goal focus	1	1	11	86	95	97
Communication adequacy	1	2	10	87	98	97
Optimal power equalization	2	9	30	59	64	89
Resource utilization	1	2	34	62	96	96
Cohesiveness	0	2	16	82	93	98
Morale	1	0	9	90	99	99
Innovativeness	0	5	26	70	95	96
Autonomy	1	1	29	69	86	98
Adaptation	4	8	26	62	77	88
Problem solving	1	3	20	76	87	96

NOTE. Data are expressed in percent.

Staff recognize the crucial importance of school social climate. They are aware of its major attributes and informally monitor it. Aspects of morale, feelings of worth, expectations for children, and staff roles are openly discussed; and steps are taken to improve areas of agreed-on deficiency. Peer pressure to internalize positive norms and perceptions is powerful. Unlike other, less effective institutions, staff reinforce (1) the internalization of norms supportive of high expectations, (2) the denial of stereotypes and the deprivation hypothesis, and, in general, (3) the notion that a good school can produce positive student outcomes.

During the early interviewing, areas of roles and of role expectancy were probed. In general individuals clearly understood and accepted their specific roles as teacher aide, teacher, principal, etcetera. They knew what was expected of them and felt that it was appropriate. More surprising was the finding that almost all of those interviewed knew, understood, and accepted the roles of others. A great deal of congruence in role expectations was found.

At Lauderbach the social environment is most positive; one can almost see and touch it. Staff work positively and cooperatively to create a situation that actively promotes high achievement and other positive student outcomes. As learning outcomes improve, expectations

TABLE 6

Efficacy-Related Statements: Organizational Health Questionnaire (Contrasting Responses, 1984 and 1985)

	1984/1985 RESPONSE			
STATEMENT	Strongly Disagree	Disagree	Agree	Strongly Agree
Decision making could be described as democratic (item 5)	0/0	33/17	42/22	25/61
Solutions to problems are actively sought from staff (item 32)	4/6	0/0	36/17	58/78
Teacher opinions are valued in decision making (item 20)	25/0	38/0	17/17	17/78
Faculty opinions are solicited and (regularly) used (item 21)	17/0	42/0	21/33	21/61

NOTE.—Data are expressed in percent.

and demand for high-quality performance increase. Climate and student outcomes are reciprocally interacting and mutually reinforcing.

Processes Promoting Positive Social Climate and Student Outcomes

The two classes of outcomes discussed in preceding sections are the direct result of planned, organized, and sustained action. Lauderbach staff recognize the reciprocal nature of the two outcomes and collectively work to improve both. In general the staff is outcome focused. They constantly address their attention to both student learning and educational climate. They monitor both, modifying inputs to improve both. In all collective action there is a consistent emphasis on cooperation, collegiality, developing a collective perception, shared decision making, and developing mutual respect. A consensus-building mode is usually employed.

Three aggregate processes promote and sustain the two positive outcomes. Like effective schools in general, Lauderbach is well directed, instruction is continually improved, and a positive climate is actively promoted. Numerous specific mechanisms and established behavior patterns are operative.

Ongoing direction.—Lauderbach is a well-managed school. The principal ensures that staff clearly understand and accept their roles and responsibilities. The physical and fiscal well-being of the school are clearly the principal's responsibility, yet all staff are involved in the decision-making processes. Cleanliness and good maintenance are almost a creed. Staff are very aware of physical conditions and regularly call problems to the principal's attention. They are quickly remedied. Ultimate responsibility for fiscal decisions rests with the principal; however, he acts on the advice of very active staff and community committees.

Both the original principal and his replacement were very efficient in their dealings with central office, even though their styles differ substantially. In a way both are system beaters or mavericks. They combine their knowledge of how their particular system works with their network of friends to produce quick and appropriate results.

Both principals were very visible. They saw their job as being the manager/leader of Lauderbach. Maximum time is devoted to the school; rarely was either principal found in his office. Most—perhaps 80 percent—of the time they were all over the school; they practiced management by walking around (Peters and Waterman 1982). While many principals spend inordinate amounts of time in central office meetings and related activities, Lauderbach's devote the bulk of their time on-site tending to the school's well-being.

At Lauderbach the principal is the primary instructional leader; however, others make substantial contributions. Improved teaching and learning are the universally accepted primary goals. Two ongoing activities are crucial: there is a continuing development and refinement of a vision of the possible, and instructional improvement is continually supported.

As noted above, Lauderbach staff share a collective perception of what the school can become. Discussion of this possibility or vision is actively encouraged. The first principal, acting alone, imposed an initial vision on the school—ultimately converting others. He also established very active school planning committees that translated this vision into *meaningful* goals and objectives. These in turn became operational, were evaluated, and evolved into a new and more refined vision. Processes to continue this focus on a vision and to ensure a shared perception continue. At Lauderbach it is obvious that the developing vision is a shared activity—it is not a yearly, bureaucratically imposed requirement. The shared vision of the possible is a major input into the school culture.

Support of the instructional program is the major activity. Lauderbach and the district have developed a well-articulated curriculum continuum. Teachers are well aware of what is to be taught, when, and with what materials. Instructional support comes primarily from the principal and the two resource teachers. They ensure that all aspects are continually monitored, supervised, supported, and continually improved. The SAT, CAP, and district proficiency-test results are regularly discussed, and changes in the program are developed. Apparent weaknesses in teaching skills are improved through staff development activities. The recent training in teacher expectations undertaken by the entire staff—including aides, secretaries, and custodians—was the result of a staff recognition of a need in that area. Staff carefully plan their instructional support requirements; the principal gives high priority to ensuring that staff receive whatever they require.

The peripatetic principal and resource teachers informally become aware of strengths and weaknesses of staff. They informally supervise instruction on an unplanned but frequent basis. On an average the principal is in every classroom at least once a day on some pretext or other. To the principal supervision is geared to improving instruction, typically by providing informal feedback. Formal evaluations take a secondary role. However, when informal supervision reveals that a teacher is in trouble, the formal evaluation procedure is implemented and continued to the point of improvement, transfer, or dismissal. Interestingly, informal supervision is an open and public process. Administrators share their positive perceptions with other staff as well as with the individual. They encourage group support for individual staff who may desire assistance. Evaluation, on the other hand, is strictly a confidential activity.

The ongoing striving for improvement of instruction is a joint effort led by leaders. Instruction is continually monitored. Teachers are actively involved in studying the possibility of and determining changes in the program through the school-site council, grade-level committees, and program groups such as the bilingual staff and as part of general meetings. Through their attention and interest leaders ensure that instruction is seen as the most important school function. They also demand and willingly receive the full participation of staff in programmatic and instructional decisions. In Lauderbach and the other effective schools studied, the businesslike environment facilitates instruction; teachers are permitted to teach.

Instructional leadership at Lauderbach does not imply that the principal must be all knowing; rather, it implies that the needed knowledge must be available to support quality instruction. To this end the first principal ensured that the two resource teachers possessed the necessary skill and knowledge. The key to Lauderbach's effective leadership in instruction resides in its efforts to (1) obtain knowledgeable and creative individuals to support the effort, (2) constantly focus on and supervise the process, (3) involve the active participation of staff in the effort, and (4) provide a physical and social environment that promotes teaching and learning.

Continued instructional improvement.—The instructional program at Lauderbach is characterized by a high degree of organization and coherence. Its nature and implementation are closely related to the vision of the possible that has been developed and maintained among school staff in recent years. There is evidence that the program is constantly monitored and adjusted in a collaborative way. Organizational arrangements also contribute to the success of the instructional program.

The school's core curriculum is keyed to a set of objectives and a management system, developed in Chula Vista, for monitoring student progress. This system, developed under a Title IV–C grant, has been validated as a model instructional management system and is now marketed under the name "Rosebank." The systematic use of Rosebank at Lauderbach allows staff to focus on the teaching of basic skills in a coherent and organized way that is consistent with the school's mission. A 1985–86 mission statement written by school staff emphasizes that there should be common objectives for all students, that teaching of the basic skills should take precedence over all other school activities, and that mastery-teaching techniques should be employed. Classroom observations indicate that basic skills instruction is in fact organized according to these principles.

Information relative to time on task was presented earlier; it is clear that Lauderbach teachers have the children's attention. In addition to the points mentioned earlier, children doing unsupervised seatwork evidence a high degree of task engagement. In spite of observations indicating that misbehavior in class was almost nonexistent, the staff decided to implement an assertive-discipline program during 1984–85. In observations carried out during the fall of 1985, there were signs that the program was in use in each classroom and that infractions were even fewer than in the past. There was also evidence of widespread use of both individual and classwide reward mechanisms.

The atmosphere in these classrooms was relaxed yet businesslike. Teachers were clearly in charge, doing constant direct instruction and closely monitoring student behavior. Teachers were evidently especially concerned with using time efficiently and maintaining a high degree of task engagement. However, they did this without acting in a threatening or punitive way; in fact, their behavior showed a high degree of gentleness, friendliness, and concern for individuals.

A great deal of student work was posted on the walls. Progress charts were also in evidence. Student progress through the curriculum was an important focus of attention, and students were made aware of it.

The staff has been involved in an ongoing process of monitoring and adjusting the instructional program. Objectives of 1985–86 include improving the quality of homework, increasing the number of written-language assignments, and using test data to improve instruction. Grade-level sessions have been held during the year to analyze test results. A poster with a longitudinal display of CAP scores is on display in the staff-volunteer lounge. The decision to focus on written language was an outgrowth of analysis of the CAP scores. The school has a number of standing committees; each teacher is a member of at least one of these. In 1985–86 five of these six committees dealt with curricular areas; the sixth is a committee on school effectiveness. Clearly, curricular organization and highly focused academic instruction are important priorities.

The balance of this section deals with Lauderbach's bilingual program and with the Success Committee—the school's principal method for monitoring and intervening in those cases in which students present particular problems.

Lauderbach offers a comprehensive, team-taught, K–6 bilingual strand. Approximately 70 percent of the students participate in the program. English speakers desirous of learning a second language, Spanish speakers who must learn English, and bilingual children who wish to perfect both languages enroll. This strand provides a cooperative opportunity for each group to reach its particular objectives. Some one-third of children enrolled in the bilingual program are non-Hispanic, and approximately 90 percent of these are Anglo.

Team teaching is difficult in the best of circumstances. Add to this the problems associated with the fact that one team member is to instruct in and model Spanish while the other does so in English. Regardless, teams generally work smoothly and are seen by the staff as a most successful approach. Each two-person team jointly develops its own division of labor under the general rubric established by Chula Vista's basic skills continuum. Specifics are ever changing. The team continually monitors and modifies its activities.

Collaborative teaching has contributed to a total school ownership of the bilingual program. The bilingual strand is not separated from the total school endeavor. Monolingual teachers and aides commented in interviews that the bilingual program was important and positive. This is seen to counter the feeling in many schools that bilingual teachers are different and have special attributes—or even that they are all Hispanic. Team teaching also allows the district to employ a few very well trained, fully certificated bilingual teachers rather than twice as many. While all recognize the natural problems associated with team teaching, those interviewed viewed it as generally being a positive organization for bilingual education.

Each collaborative team member arranges his or her class with respect to three components: children's general ability, language levels in Spanish and English, and personal interests. The teacher's language ability, interests, and special skills are considered and matched with student characteristics. The result is complex and dynamic and may be difficult for the outsider to understand. While such arrangements may appear cumbersome and difficult to supervise, they are seen to work well, perhaps owing to Lauderbach's practice of allowing teacher input into programs for which they are held accountable.

The district's basic skills continuum clearly specifies those skills expected at given periods of children's development. It provides methods, tests, and observation protocols to evaluate each competency, as well as a well-conceived record-keeping system. Unlike the situation in most other continua, both Spanish and English versions have been developed. To the degree permitted by differences in the two languages, the continua are identically sequenced and consistent. The staff recognize that overall benefit is derived by focusing on specific basic skills and content in a logical and sequenced manner. However, they also see the danger of curricular reductionism or overemphasis on basics. To counter this, Chula Vista, and Lauderbach in particular, stress teachers' creativity and emphasize library activities, language-experience approaches, and other creative activities in language development, social studies, science, and mathematics. In addition to the basic skills, Chula Vista has developed a continuum that specifically identifies social studies objectives, concepts, and content. A coordinated set of materials, descriptions, and suggested activities has been developed in both languages. Speakers of both languages are taught similar items in similar ways. A science continuum in both languages is under development.

On each occasion when a child's school career reaches an important stage, Lauderbach relies on a school-assessment or learning screening team. This "success committee" is composed of those most directly involved in the particular stage of the child's growth, which may consist of the climax of a series of emotional or discipline problems, language reclassification to FEP status, recommendation as gifted, a home-related situation, a learning disability, or a health problem. The team studies all aspects of the situation, makes recommendations, and follows up their implementation. Success committees continue to oversee the situation until no longer required; for example, a team is formed when the language-reclassification stage is nearing.

Reclassification means the child has become FEP, meeting English-language criteria as well as reaching a specified level of academic performance. A reclassified FEP student may remain in the bilingual strand or be exited into the regular EO program. Most such FEP students opt to remain in the bilingual program. For an FEP student in the bilingual program, Spanish-language arts and reading diminish in emphasis and English increases. In each case, the success committee attempts to make the appropriate decision following the intent, if not the letter, of these seven-point criteria.

Reclassification as FEP is much more thoughtful and sophisticated at Lauderbach than at most other schools. State, district, and school criteria are strictly enforced. The staff are convinced that a firm grounding and strong ability in Spanish reading and language arts are essential to English reading. Achievement-test results appear to bear this out, suggesting that strict compliance with established reclassification criteria contribute to high measured achievement in the basic skills. Similar, but less specific, criteria exist for other important decisions in the child's school life. In each case, the teachers and other staff play a most significant role.

A bilingual Individual Learning Program (ILP) is established for every non-Spanish LEP student. The same criterion for reclassification and entrance to ESL instruction is applied for all language groups. As in the bilingual program, "the student's primary language is utilized to assist in concept development in the areas of language, reading, and mathematics while the student develops proficiency in the English language." Aides work with classroom teachers to meet the needs of students in a variety of languages. Additional ESL instruction is provided on a pull-out basis.

The influence of community adults is a major asset for the bilingual program. The amount of intervention is impressive and gives every appearance of being of great assistance to students. Adult participation was directly attributable to the work of the community-school specialist but is actively encouraged by the total staff. In September, 1984, the specialist was replaced by the school/community coordinator, a part-time nonprofessional position. Regardless, the remarkable adult—primarily senior citizen—volunteer program continues to flourish. The Community School Committee initiates, promotes, and supports numerous activities, including (1) an academic component to the vacation program during the intersession periods, (2) a cooperative program with the school's guidance staff that offers a variety of resources and support to parents in dealing with their children, (3) programs that help to support greater participation in educational activities, including, for example, provision of funds for child care so that adults may attend classes, (4) after-school activities, including a good-attendance movie, an athletic program, and a schoolwide jogging program, (5) an adult ESL program, and (6) innumerable adult volunteers. The community-school specialist was an active member of the instructional team. She regularly served on success committees and encouraged or arranged adult-community intervention, if prescribed. The coordinator does not directly participate in success committees but continues to make arrangements for community intervention.

Promotion of a positive climate.—The leadership and staff at Lauderbach actively build and maintain a school culture conducive to positive student outcomes. They encourage a positive social environment by (1) continually focusing on and monitoring all aspects of climate, (2) recognizing the crucial importance of educational climate to the school's well-being, (3) actively building support for goals through peer pressure, and (4) working cooperatively to support the internalizing of values, beliefs, and orientations conducive to positive outcomes. The staff work cooperatively to continually recreate the vision of the possible that provides direction to staff efforts. A major difference between institutions with regard to educational climate is that in effective schools there is a consensus recognition of its importance and the staff's ability to influence it. Educational climate is monitored just as are student outcomes and processes in general.

As indicated previously (table 6), the staff's sense of personal efficacy is high. This is maintained and encouraged by stressing full involvement in most decision making. The staff actively work together to identify and solve problems; for example, success-committee meetings and processes are discussed and analyzed, and process improvements are incorporated. The staff sponsors and is actively involved in social activities, parties, games, etcetera. This is viewed by those interviewed as an important aspect of school morale.

Summary.—Lauderbach has been presented as an exemplar of a school in which the bilingual program functions integrally within a context of overall school effectiveness. Lauderbach is an effective school with an effective bilingual program. The bilingual program is not a separate part of the school but rather participates in, partakes of, *and contributes to* the positive student and educational climate outcomes. It is possible to point to specific aspects of the bilingual program that appear to be especially important: the careful attention given to the issue of reclassification, the coordination between bilingual and non-bilingual curricular objectives and materials, the careful monitoring of student progress, the high degree of total staff acceptance of the bilingual program, the strong volunteer program, and so on. The important point, however, is that these features do not act in some simple, linear manner; rather, they interact in a complex way, *and* they interact with other aspects of school organization and culture that are not specifically bilingual in character. Further, they mirror the way in which the school as a whole operates. The success-committee concept is used not only for reclassification, decisions, and follow-up; it operates in a similar manner to deal with other students who may need special attention and intervention. The volunteer program does not only affect bilingual classes; it affects all aspects of the school. Similar statements could be made about almost any feature of the bilingual program. The school does not make the bilingual program effective; neither does the program make the school effective. The program, as an integral part of school activities, contributes to and mirrors the overall effectiveness.

Implications and Recommendations

Data on Lauderbach and the other two schools support the notion that good bilingual programs integrated within well-functioning, effective elementary schools produce very positive student outcomes. By inference this causes a questioning of the common assumption that bilingual programs acting independent of effective schools can produce such outcomes. However, the findings in no manner support the conclusion that exemplary programs *cannot* do so. Further, the present paper contributes to the literature on effective schools. However, it deviates from the traditional analyses; it does not rely on the superficial approach of attribute identification. A causal relationship among established processes, school social environment or culture, and student outcomes is strongly suggested. These findings and the inferences drawn from them are of interest to those concerned with equity, especially as it relates to the schooling of minority-language children. It is important to document that in some very few schools disadvantaged LEP children achieve academically in ways similar to other children.

When effective schools are documented, there is an understandable tendency to employ the so-what argument. It is argued that such studies do little to aid in the creation of additional effective schools; they are viewed as merely supporting the established fact that in exceptional circumstances rare combinations of leadership, staff, and community support create such schools. However, they will always be exceedingly rare. We concur that effective schools are rare but not that they must always be the exception and not the rule. Description and analysis of effective schools and good programs serve two functions:

to enhance understanding of the dynamic and complex nature of schooling and to provide a model or vision of the possible. Both functions are essential to school improvement. Currently, the quality of what we know about effective bilingual programs and schools provides a very shallow and misleading model on which to construct the ideal.

The Need to Know More

To the best of our knowledge, this study is the first published description of effective bilingual schools. We suggest that the paradigm presented earlier (table 1) has utility in the organization of a research agenda. Research on bilingual education needs to take into account the relatedness of program to institutional context. Unfortunately, bilingual programs have generally been studied in isolation. Almost all studies of them report on the relationship between children's attributes, program characteristics, and achievement and on continuing positive relationships between low-SES-family variables and low academic achievement. To study these variables in isolation from the environmental context is, in our opinion, to eliminate what is probably the aggregate causal variable. We suggest that most evaluative studies of bilingual programs have been conducted in cell IV situations, since most programs are housed in such negative environments. We view the American Institute for Research (1977) study as exemplifying this situation. To conclude that the poor student academic performance in such a situation is due to the failure of bilingual education taxes credulity.

The argument that school effectiveness without the support of quality bilingual programs can produce LEP academic success needs to be carefully investigated also. The present popularity of the immersion approach for LEP children implies that bilingual education is unnecessary and that LEP children can achieve without it. While there is no hard evidence of their existence, if found such cell III situations should be carefully studied; the independent influence of school effectiveness with minority-language children can only be isolated by the careful analysis of any such situations.

As suggested earlier, cells I and II—that is, good bilingual programs in effective and ineffective schools, respectively—represent the most promise, are the most common, and can make a major contribution to our understanding and thus, ultimately, to school improvement. A refinement of this could involve the classification of bilingual programs with respect to certain features, as well as comparison and contrast of the ways in which these are played out in varying school contexts.

High priority should be given to such research, for it provides the best hope for school improvement.

Most studies of educational activities not only omit the school context but are static. The freeze-time or stop-the-action approach usually measures achievement or some other single variable over a very short period of time. This is particularly disadvantageous to the study of LEP students. English-language achievement of minority-language children manifests itself only after sustained periods of instruction; it is rarely found in the short run. Longitudinal study of LEP schooling can contribute to in-depth understanding of the complex and lengthy process.

Attention should be directed to in-depth multivariate analyses of bilingual programs and effective schools. The traditional approach of limiting variables imposes a predetermined bias. In such complex situations as schools, the many interacting variables must be dealt with in as meaningful a manner as possible. John Goodlad's (1983) and Judith Metz's (1978) recent research into schools and Shirley Brice Heath's (1983) work on classroom interaction are fine examples of the rational treatment of complex situations. This type of study provides meaning to social scientist and practitioner alike.

Research on effective schools *can assist* by promoting the movement of the locus of control from the parents and home environment to the school. In this regard, the richer, "thicker," and more descriptive the studies of effective programs and schools, the greater their utility. In such applied fields as education, the pragmatic utility of research must become a major consideration in research design and sponsorship.

The Research Base for Action

Well-documented and detailed descriptions and analyses of effective schools and high-quality programs for minority-language children are an essential ingredient for rational school improvement. First, educators generally discount the literature on effective schools. Second, they generally do not promote bilingual education; and, if it is implemented, it is usually at a symbolic level. Last, most are convinced that the school can have little influence in general on the achievement and attainment of poor and minority youngsters. In reality most educators have never visited, studied, or worked in a school where poor kids do well. Unfortunately, most educators have no model of effectiveness on which to base school improvement. Neither have most educators an experientially or research-based model of successful bilingual programs.

[illegible] a primary ingredient of institutional effectiveness is the holding and sharing of a vision of the possible. Most practicing educators do not have the required vision of the possible, partly because they have never worked in or seen an effective school. Thick and rich case studies can partially substitute for the lack of personal experience. Likewise, carefully conducted study visits to effective institutions can help one to develop a vision of the possible while providing structural and process models. For these and other reasons, efforts must be made to locate, describe, and analyze living examples of success.

A gnawing concern usually surfaces during discussion of effective schools. This is phrased in many ways, but in its simplest form it questions the permanance of effectiveness. Will the school (or program) remain effective after the strong leadership that encouraged and sustained it retires or moves on? Research on Lauderbach touches on this concern. Our analysis suggests that school and program effectiveness will continue because the requisite processes, perceptions, and expectations have become ingrained in the culture of the school. In a sense the staff owns the systems and will not permit their perversion. This is not necessarily the case in every situation. While the results of this analysis are tentative, they point to the need for careful study of similar cases.

School districts need to recognize their effective programs and schools and develop policy and programs that fully exploit them. One effective principal studied in this context was transferred because of a district policy requiring the reassignment of principals every five years. If it is true (and we think it is) that three years is the minimum amount of time required to approach effectiveness, then such policy should be questioned. Districts should institute staff-development activities that utilize effective leadership and staffs as key elements in districtwide school improvement.

Policy should reward, perpetuate, and encourage the kind of divergent and creative activity that creates effectiveness. While space does not permit an adequate discussion of school-improvement strategies, it is important to suggest a number of related points. The current movement to put into action the findings regarding effective schools is in most cases predicated on listlike static models of effective schooling in which the objective is to reproduce each of the identified attributes. This lends itself to a bureaucratic, top-down approach to change that, if one takes the history of directed-change efforts in education seriously, is likely to produce pro forma compliance rather than the sort of dynamic interaction that this paper's analysis argues is necessary. For example, schools in California are now complying with the directive that they develop clear mission statements. This directive is based on research findings, but the resultant statements have no power to describe or foster meaningful action at the school level. Effective outcomes are synergistic—not linear or additive—results of the schooling processes.

The sort of change strategy that is likely to result in increases in school effectiveness is one that empowers and rewards those school staffs, students, and community members who develop their own routes to effectiveness. In order to increase understanding of these processes, three types of studies are required: retrospective analyses of the change process in schools that have become effective; studies of schools that are in the process of achieving sustained improvements; and, last, careful comparative evaluation of various strategies for directed change. Policymakers need to see themselves not as mandating specific changes but as properly fostering creative experimentation. It is clear that in certain cases—for example, the mandating of bilingual programs—there is an essential role for legislation. But legislative mandate cannot in itself produce improved schooling outcomes. With respect to the interface between bilingual education and school effectiveness, there is clear need for both the school district and government to promote a variety of experiments in change that will represent alternative routes toward effectiveness. It is becoming increasingly clear that the efforts most likely to succeed will be those that involve key actors in the schools in serious, grounded analyses of the outcomes and related processes at their sites—and in conceptualization of innovations tailored to the concrete realities that they have together revealed.

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Ethnic Identities and Patterns of School Success and Failure among Mexican-Descent and Japanese-American Students in a California High School: An Ethnographic Analysis

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This paper addresses the interrelatedness of three variables: ethnicity and ethnic identity, minority status and perceptions of adult opportunities, and how this interrelation affects school performance. The research draws on fieldwork in an agricultural/suburban community along the central California coast. The analysis employs a cultural/ecological framework for explaining variability in patterns of school performance among Japanese-American and Mexican-descent students.

Understanding Variability in School Performance of Minorities

In order to assess the variability in school performance observed in minority-language students in a variety of contexts, we must utilize a conceptual framework that establishes a connection between schooling and other societal institutions and events—and that therefore mediates the responses that different minorities have made to the demands of schooling. Moreover, it is important to distinguish those minorities who do well in school from others who do not and to explain the differential patterns of school performance (Ogbu 1983; Ogbu and Matute-Bianchi 1986).

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